DOCUMENT RESUME

ED 179 821 CE 023 704

TITLE	A Project to Describe and Evaluate the Impact of the 1976 VEA's upon CETA-Post-Secondary Vocational Education Programs and Organizational Linkages with Emphasis on the Utilization of CETA Title I 5% Monies. Final Report.
INSTITUTION	Middle Cities Education Association, Mich.
SPONS AGENCY	Bureau of Occupational and Adult Education (DHEW/OE), Washington, D.C.
BUREAU NO	498AH70226
PUB DATE	Mar 79
GRANT	G007702541
NOTE	189p.; Some of the information in the figures will not reproduce well due to small, light type
EDRS PRICE	MF01/PC08 Plus Postage.
DESCRIPTORS	*Administrator Attitudes; Advisory Committees; Community Colleges; Educational Coordination; Educational Legislation; *Federal Legislation; Federal Programs; Interagency Cooperation; *Interagency Coordination; Interviews; Job Training; National Surveys; *Postsecondary Education; Program Administration; Questionnaires; Reports; School Districts; State Agencies; State Departments of Education; Statewide Planning; Vocational Directors; *Vocational Education
IDENTIFIERS	*Comprehensive Employment and Training Act; Michigan; New Jersey; Texas; *Vocational Education Amendments 1976

ABSTRACT

This report presents findings of surveys to determine the effects of the 1976 Vocational Education Amendments on the required coordination between the Comprehensive Employment and Training Act (CETA) and postsecondary vocational education at the federal, state, and local levels. An introduction is followed by a discussion (chapter 2) of results of questionnaires administered to state vocational education directors and executive directors of state manpower services councils and state advisory councils for vocational education. Chapter 3 interprets outcomes of interviews with officials from CETA coordination units, Office of Education, and the Department of Labor. In chapter 4 data from two questionnaires administered to prime sponsors and vocational education directors of community colleges in Michigan, New Jersey, and Texas are analyzed. Chapter 5, comprising over one-half of the report, outlines findings from interviews with representatives from advisory councils for vocational education, manpower services councils, and the department or agency of education for each of the three states. Focus is on (1) councils and agencies involved in CETA-vocational education coordination, (2) state employment and training coordination, (3) state-local level coordination, (4) Supplemental Vocational Education Program (section 112) administration, and (5) staff perceptions of legislative impact. The final chapter summarizes the effects of the 1976 amendments and makes recommendations for increased coordination. (YLB)

ED179821

FINAL REPORT

Project No. [illegible]70226

A PROJECT TO
DESCRIBE AND EVALUATE
THE IMPACT OF THE 1976 VEA'S UPON
CETA-POST-SECONDARY VOCATIONAL EDUCATION
PROGRAMS AND ORGANIZATIONAL LINKAGES
WITH EMPHASIS ON THE UTILIZATION OF
CETA TITLE I 5% MONIES

Project Executive Director:

C. Robert Muth, Ph.D.

Project Staff:

Roger Hamlin, Ph.D.
Gilbert Davis
Marcia Horan
James Michaud
Suzanne Murrmann

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

CE 023 704

TABLE OF CONTENTS

CHAPTER ONE: INTRODUCTION 1

A. Project Background
B. Project Introduction
C. Report Structure

CHAPTER TWO: NATIONAL SURVEY QUESTIONNAIRE RESULTS 13

A. Introduction
B. Questionnaire Results from the State Vocational Education Directors
C. Questionnaire Results from the Executive Directors of the State Manpower Services Councils
D. Questionnaire Results from the Executive Directors of the State Advisory Councils for Vocational Education
E. Summary

CHAPTER THREE: FEDERAL LEVEL COORDINATION 32

A. Introduction
B. Research and Development
C. Federal Attitudes and Opinions on Coordination
D. Federal Level Personnel Activities

CHAPTER FOUR: LOCAL LEVEL QUESTIONNAIRE RESULTS 41

A. Introduction
B. Prime Sponsor Questionnaire Results
C. Local Vocational Educator Questionnaire Results
D. Unusual Findings by State
E. Conclusion

CHAPTER FIVE: STATE LEVEL IN-DEPTH INTERVIEWS 68

A. Introduction to Three State In-Depth Interviews
B. Michigan In-Depth Interviews
   1. Introduction
   2. Organization and Structure of the State Advisory Councils and the Michigan Department of Education
   3. State Level Program Coordination
   4. State-Local Level Coordination

5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)
6. Analysis of Supplemental Vocational Education Program (Section 112 of CETA)
7. The 1976 Vocational Education Amendments
8. Youth Employment and Demonstration Projects Act of 1977
9. Conclusion

C. New Jersey In-Depth Interviews
1. Introduction
2. Structure and Organization of the State Advisory Councils and the New Jersey Department of Education
3. State Level Coordination
4. State-Local Level Coordination
5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)
6. Analysis of Section 112
7. The 1976 Vocational Education Amendments
8. Areas of Coordination Outside Section 112
9. Conclusion

D. Texas In-Depth Interviews
1. Introduction
2. Organization and Structure of the State Advisory Councils and the Texas Education Agency
3. State Level Program Coordination
4. State-Local Level Coordination
5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)
6. Analysis of Supplemental Vocational Education Program (Section 112 of CETA)
7. The 1976 Vocational Education Amendments
8. Youth Employment and Demonstration Projects Act of 1977
9. Conclusion

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS 165

A. Conclusions
B. Recommendations
C. Summary of Conclusions and Recommendations

LIST OF ACRONYMS. 175

CHAPTER ONE

INTRODUCTION

A. PROJECT BACKGROUND

The employment and training system of the United States is multi-faceted, with mechanisms which have been designed to assist those individuals who are unemployed, underemployed, disabled, or lacking a marketable skill, in obtaining long term employment or relief. The oldest of the federal manpower programs is vocational education. Since its inception in 1917 with the Smith-Hughes Act, vocational education has performed fairly well in preparing skilled persons for our industrialized and technologized economy. The newest of the federal manpower programs is the Comprehensive Employment and Training Act of 1973 (CETA). As its name implies, CETA was designed to be comprehensive with provisions for both training programs and public service employment. Under the various titles of the Act can be found programs which aid poor people, the elderly, Native Americans, and the newest immigrants. Other parts of the employment and training system include occupational information the employment service and aspects of the welfare system.

With such a myriad of programs found under the headings of CETA, vocational education, and other federal employment and training programs, the coordination of activities is naturally a problem. The need for coordination has become increasingly apparent in recent years, first of all because there has been an expansion in the demand for financial accountability for employment and training programs. Secondly, the employment and training system attempts to prepare people to face a highly technological economy whose occupational structure has been changing more rapidly than

at any other period in history. In order to deal with these changes, the various parts of the employment and training system must work together.

Close coordination between CETA and Vocational Education is a crucial part of the linkage description above. The vocational education system, including both the secondary and post-secondary components, has received criticism from various segments of the interested public. This criticism has been motivated by a number of factors. Most notable of these have been: (1) the market relevancy of training programs; (2) the failure to serve those most in need of employment skills; (3) the perceived unwillingness of vocational education directors to work within the restrictions posed by CETA program requirements; (4) the perceived inflexibility of in-school vocational education programs in meeting time-frame restrictions of CETA participants; (5) competition among educators for chunks of the educational budget; and (6) the duplication of services since the advent of CETA, which allows for the provision of many traditional vocational education services and programs through prime sponsors.

CETA, as well, has had its share of complaints. One of the major complaints, has been that the training aspect of the program plays too minor role as compared with that of public service employment. In addition, there has been a tendency to ignore the training resources of public education, especially vocational education. The combination of these factors has culminated in a congressional demand for greater accountability from CETA and vocational education programs.

Some of these demands were translated into a policy statement with the passage of the 1976 Vocational Education Amendments. Included, were several important provisions designed to increase the amount of coordination between CETA

vocational education. First, stricter provisions were included in Part A of Title II of the Amendments regarding the kinds of information and analysis in each state's one year and five year vocational education plans. This was to ensure better resource planning for the manpower training programs.

Secondly, the Amendments required greater participation by broader segments of the interested public in the formulation of the State Vocational Education Plans. Four meetings must be held by the State Board of Education involving designated group representatives before the State's Five Year Vocational Education Plan can be accepted by the Commissioner of Education. If the meetings are not held and the Commissioner does not accept the plan, then no federal money for vocational education can be given to the state. Similar provisions were included for the formulation of the State's one year plan, except that the number of meeting times was reduced to three during the planning year.

Another provision of great interest has been the mandated set of representatives who must be actively involved in the development of state vocational education plans. Included in this group are representatives from each of the following agencies:

- the state agency for secondary education
- the state agency for post-secondary vocational education
- the state agency for community and junior colleges
- the state agency for institutions of higher education
- a local school board
- vocational education teachers
- local school administrators
- State Manpower Services Council
- the state agency for comprehensive post-secondary education planning
- the State Vocational Education Advisory Council

The 1976 Vocational Education Amendments also amended the basic CETA legislation of 1973, as the Amendments required that a member of the State Advisory Board for Vocational Education sit on each state's planning council for CETA, the State Manpower Services Council. It is clear that the intention of the 1976 Vocational Education Amendments and the revisions of CETA was to effect greater coordination; that is, to enforce the exchange of information between CETA and Vocational Education and to develop closer programmatic linkages by requiring the exchange of personnel between the two deliverers of manpower services.

The fourth provision of the Vocational Education Amendments, which is of interest here, was the expansion of the powers of the State Advisory Boards for Vocational Education. Accompanying the expansion of the State Advisory Boards was the creation of Local Advisory Councils for Vocational Education for each local education agency that is to receive federal vocational education assistance.

The State Advisory Councils for Vocational Education were required by the 1976 Amendments to : (1) identify manpower, as well as vocational education needs; (2) comment on reports of the State Manpower Services Councils; and (3) provide assistance to the Local Advisory Councils for Vocational Education. These requirements of the 1976 Amendments were intended to strengthen the coordination with CETA by means of the comments that the State Advisory Councils for Vocational Education could make on the plans of the State Manpower Services Council.

At the local level, each local education agency and each post-secondary institution that is to receive federal vocational education funds must establish an Advisory Council for Vocational Education. There Councils are to be composed of members of the general public to provide advice on job needs and on the relevancy of Vocational Education programs to meet those

needs. Prior to the enactment of the 1976 Vocational Education Amendments, the Local Councils had only been suggested; now, not only have they been required by law, but they have also been given the opportunity to receive operational funds from the State Advisory Councils for Vocational Education. Since CETA had already mandated local Manpower Advisory Councils, the opportunity was created for a cooperative interchange between CETA and local Vocational Education Advisory Councils.

Increased levels of coordination between CETA and Vocational Education programs were deemed essential for many reasons. There have been, however, two reasons that have stood out above the others. First, if the vocational education system is to make effective utilization of the training opportunities and resources offered by CETA, the two must be closely linked. Secondly, if these employment and training systems are to meet the needs of the Country's changing population, all related government agencies must be involved. For example, with the gradual aging of the population there will be an increase in the demand from older students for post-secondary vocational education training. The challenge of providing relevant vocational education to adults at the post-secondary level through CETA programs will be a major factor in that scene. It promises to remain a major factor, and to become even more important in the near future. Therefore, attention to linkages between CETA and post-secondary vocational education programs is even more necessary.

B. PROJECT INTRODUCTION

The purpose of this project to ascertain the effects of the 1976 Vocational Education Amendments on this required linkage between CETA and post-secondary vocational education. Because this required linkage is to take place at all levels, attempts were made to determine the effects of the Amendments at the national, state, and local levels.

Within the project purpose special interest was focused on the reaction of parties at the three levels to the Supplemental Vocational Education Program, CETA Section 112. The funds for this program have been especially important as they had been the only CETA Title I funds which must go directly to the vocational education policy unit of the individual states. While other Title I money has been passed directly to the prime sponsors of the state through the state CETA unit, the Section 112 monies were to take a more indirect route, Local prime sponsors have been enabled by law to make some financial agreements with local education agencies who then in turn must request the Vocational Education state policy making body for financial reimbursement for having provided the local prime sponsor with services.

The effect of this situation has often been confusing to local program administrators of both CETA and vocational education. A predominant prime sponsor claim has been that, since the prime sponsor has the primary responsibility for the provision of education and training services to the local area, the state vocational education unit must dispense monies from Section 112 to accomplish the aims and objectives of the prime sponsors. Vocational Education Administrators, on the other hand, have tended to insist that the Section 112 monies be channeled to Vocational Education for a more

specific purpose; to wit, to subsidize state and local Vocational Education programs. Whereas, prime sponsors have tended to insist upon the provision of services to large numbers of trainees, the vocational education administrators have resisted this in the name of quality education. In some states, as a result, guidelines have been developed by the state vocational education unit prohibiting the use of Section 112 monies for certain types of activities. The activity most often prohibited has been the use of Section 112 funds for training allowances, which CETA representatives have often sought. Thus, careful consideration of the Section 112 linkages should prove to be a useful indicator of coordination between CETA and post-secondary vocational education.

To be able to ascertain the effects that the 1976 Vocational Education Amendments had on the required coordination between CETA and post-secondary vocational education, survey instruments were administered to six different groups: federal, state and local administrators of both CETA and post-secondary Vocational Education programs. These instruments consisted of two waves of national survey data, two waves of more in-depth surveys in three select states, two waves of interview data from the same select sample of three states, and an informal series of federal government interviews. Where two waves were conducted, the first wave focused on the extent of coordination between CETA and vocational education before the enactment of the 1976 Vocational Education Amendments. The second wave of surveys focused upon the conditions which existed approximately one year after the enactment of the Amendments.

For the first wave of national data no field work was required, since a recent (February 1977) National Governor's Conference study provided the necessary information. This report provided base-line data from all fifty

states and six territories on the relationship between CETA and Vocational Education before the enactment of the Vocational Education Amendments. It was necessary to use this data as the base for identifying changes resulting from the Amendments. The Governor's Conference data also provided a quality check on, and served as a supplement to, the retrospective data that were gathered in the second wave of the survey. In addition, the National Governor's Conference Report proved to be a primary source for the background information for the selection of the three states for the in-depth study.

Since the National Governor's Conference Report did not focus specifically on the realtionship between CETA and post-secondary education, additional information was used. In particular, a recent study by the American Association of Junior and Community Colleges entitled, "Community College Involvement with Manpower Progrmas (CETA)" provided a wealth of information for the description of linkages between CETA and community colleges prior to the enactment of the Amendments.

A more in-depth analysis of the relationship between CETA and post-secondary Vocational Education was done in three select states. The three states which were chosen were Michigan, New Jersey, and Texas. The states were chosen to provide a mix of geographic regions, economic bases, and population. Furthermore, these states were selected as they were recongized as having unique or innovative practices, policies, and organizational structure in the CETA-Vocational Education relationship.

The first wave of data collection within the three states consisted of mail questionnaires sent out to 100 percent of the CETA prime sponsors and 100 percent to the vocational education directors of the less than four year public institutions of higher education. In addition to this, state

level data interviews were conducted with staff members of the State Advisory Councils for Vocational Education (SACVE), the State Manpower Services Councils (SMSC) and from the Department or Agency of Education in each of the three states. Those to be interviewed were selected on the basis of their knowledge and familiarity of CETA-post-secondary vocational education links.

The first wave of the three-state survey concentrated upon CETA-vocational education relationships in the years prior to the implementation of the Vocational Education Amendments of 1976. When supplemented with the findings of the National Governor's Conference Report, and the literature on CETA-post-secondary education linkages, a picture of the relationship between CETA and post-secondary vocational education was obtained. The following are examples of the types of information that were collected; planning practices, funding patterns, client mix, client flows, information sharing, program mix focus of decision making, political environment, and perceptions of system effectiveness and efficiency. In addition to this data, attempts were made to ascertain the attitudes and potential impact of the 1976 Amendments. Information was also gathered on the type and extent of changes, if any, that were being planned in response to the Amendments.

During the summer of 1978, nearly one year after the effective date of the Vocational Education Amendments, a national survey of state CETA and Vocational Education Directors was conducted. This second survey was conducted by the use of mail questionnaires to all of the fifty states, and six territories. Some of the questions in this survey were drawn from the survey conducted by the National Governor's Conference and, thus, provided an update of the 1977 study. More importantly than being a simple update, this survey gave a pre and post picture of the effect that the Vocational Education

Amendments had on the CETA-Vocational Education relationship. Therefore, it was possible to use the information from these two surveys to begin to ascertain the impact of the 1976 Amendments.

Early in the winter of 1979, the three-state in-depth analysis was repeated. Mail questionnaires were again distributed to all CETA prime sponsors and local post-secondary vocational education directors within the three states. Furthermore, select members and staff of the State Vocational Education Advisory Councils, the State Manpower Services Councils and each state's Department or Agency of Education were again interviewed. The information that was gathered with these surveys and interviews was similar in nature to that gathered in the first wave, except that the questions now referred to the experience in the first year after the 1976 Vocational Education Amendments had become effective. From these two waves of interviews and questionnaires, it should be possible to describe the effect, if any, of the 1976 Amendments upon the process of Vocational Education and CETA service delivery within the three states. While it has not been possible within this study to measure direct changes in the quality of the services provided, it has been possible to observe changes in the perceptions of system efficiency and effectiveness held by state officials.

In recognition of the fact that local and state level CETA and Vocational Education officials have not been the only major governmental actors in the system, careful consideration was also given to the role and views of the appropriate federal government officials. In order to obtain this information additional interviews were required. Personal interviews were conducted during the summer of 1978 with officials from the CETA Coordination Units of the United States Office of Education and with officials from the Vocational Education Coordination Unit of the United States Department of Labor.

One of the purposes of these interviews was to explore the role that national policy plays in sharing CETA-Vocational Education relationships.

When utilizing the results of the study, two major caveats should be kept in mind. One limitation of the study is that it does not, actually, analyze the impact of legislative changes on clients. Rather the study looks only at the perceptions of federal, state and local administrators, about the level of coordination that exists. Although pains have been taken to insure that the measured perceptions are real and have the potential for significant client impact, the direct linkage to client impact is not assured.

The second caveat in interpreting the results of this study is that no attempt was made to precisely define "coordination." The definition is inherent in the questionnaires used and the responses received. The study is a mixture of descriptive and prescriptive research with some limited statistical analysis to support results.

Thirdly, precisely measuring the pre-post change in collaboration resulting from the 1976 Amendments is clouded by other events taking place during the same period. Most important among them was the passage of the Youth Employment and Demonstration Projects Act, which also contains provisions promoting CETA-Vocational Education coordination. One provision of that Act requires a 22 percent set aside of funds to be used only with joint prime sponsor--school district planning.

C. REPORT STRUCTURE

The remaining five chapters of this report present the results obtained from the study of these various surveys. Chapter II contains the findings of the questionnaires that were administered to the State Vocational Education

Directors, the Executive Directors of the State Manpower Services Councils, and the Executive Directors of the State Advisory Councils for vocational education in each of the fifty states and six territories. Chapter III of this report presents the outcomes of the interviews that were conducted with officials from the CETA Coordination Units of the United States Office of Education and from the United States Department of Labor.

Chapters IV and V contain the results of the studies conducted in Michigan, New Jersey, and Texas. Chapter IV presents the analysis of the two waves of local level questionnaires administered to prime sponsors and to vocational education directors of less than four year public institutions of higher education. The contents of Chapter V was based on the in-depth interviews conducted with representatives from the State Advisory Councils for Vocational Education, the State Manpower Services Councils and with each state's Department or Agency of Education.

The final chapter of the report presents a summary of the effects that the 1976 Vocational Education Amendments have had on the required coordination between CETA and Vocational Education. At the same time the effects of concurrent pieces of legislation are also briefly covered. Recommendations are also made as how to continue to increase the coordination between the two parties.

Please note that throughout the report, except where otherwise stated, the title members used to reference the CETA Act refer to those in existence prior to the 1978 changes. This was necessary to avoid confusion since much of the study was conducted before those changes.

CHAPTER TWO

NATIONAL SURVEY QUESTIONNAIRE RESULTS

A. INTRODUCTION

This chapter discusses the results of the nationally administered questionnaires. The questionnaires were designed to assess the level of coordination between human resource development programs sponsored under the Comprehensive Employment and Training Act (CETA) and those sponsored by state and local vocational education programs. The questionnaires were developed and distributed in the summer of 1978. They were distributed in each of the 50 states and in six territories* to three groups: 1) state vocational education directors, 2) executive directors of State Manpower Services Councils (SMSCs) and 3)executive directors of State Advisory Councils for Vocational Education (SACVEs).

Table 1 gives individual and total response rates for the three groups:

Table 1

Questionnaire Response Rates of State Vocational Education Directors, Executive Directors of SMSCs and Executive Directors of SACVEs

	Total Questionnaires Sent	Questionnaires Received	Questionnaires Not Received	Response Rate
state Vocational Education Directors	56	48	8	85.7%
Directors of SMSCs	56	39	17	69.6%
Directors of SACVEs	56	52	4	92.9%
TOTAL	168	139	29	82.7%

*References to "states" in Chapter Two include the 50 states and the six territories.

The analysis of these questionnaires was conducted on a CDC 6,000 series computer using version 7.0 of the Statistical Package for Social Sciences as developed by the Michigan State University Computer Center. All statistics were analyzed at the .95 confidence interval. Furthermore, descriptive statistics such as the mean, range, standard deviation, skewness and kirtosis are available on both frequencies data (discipate or catergorical variable such as multiple choice responses) and nondescriptive data (continuous data such as dollar amounts). These data were both utilized at interval levels of government. Frequencies data also include measures of the mean and median. Unless otherwise indicated, percentages include only actual responses to questions and do not include "missing values". Thus, the data may be analyzed for a variety of measures of distribution. It is important to note, however, that data such as these questionnaires are extremely "soft" and overemphasis on statistical measures such as those mentioned above could be misleading. Thus, while such measures are available, this discussion will confine itself to the most basic levels of analysis in an attempt to accurately describe the status of coordination without extending the analysis beyond the capabilities of survey questionnaire data.

This chapter is divided into five parts. The results of the State Vocational Education Director questionnaires are contained in part B. Part C describes the results from the directors of the State Manpower Services Councils for Vocational Education are contained in part D. Part E attempts to draw comparisons of the results of these questionnaires with data obtained from other components of the project.

B. QUESTIONNAIRE RESULTS FROM THE STATE VOCATIONAL EDUCATION DIRECTORS

These results describe the process of CETA and vocational education coordination from the perspective of the institutional agencies delivering vocational education services. In the most general sense, the attitude toward coordination of those vocational education directors responding could be characterized as "guardedly optimistic". That is, this group of officials had been generally satisfied with the evolving relationship with CETA officials and programs. A more detailed analysis of the major findings of this questionnaire will offer insight into both the problems and the positive factors in CETA and vocational education coordination.

When vocational education directors were asked background information on their agencies, the size of the staff involved in the planning of vocational education was found to vary markedly between states. The smallest staff had ten members while the largest had well over 300. In spite of this wide variance, over 70 percent of the states had a staff which ranged from 60 to 125, with a median staff size of approximately 83 people.

The frequency of meetings between the staff of the state vocational education agencies and local employment and training officials is especially important as it is through the meeting process that local input is obtained for plan development. Thus, the frequency of meetings held by state vocational education staff to obtain local input was also examined in the questionnaire. According to the responses, summarized in Table 2, public meetings were most frequently held on a semi-annual basis.

Table 2

Frequency of Local Public Meetings
Held by State Vocational Education Agencies

Monthly Meetings	8.1%
Quarterly Meetings	21.3%
Semi-Annual Meetings	49.6%
Other	21.0%

One of the more interesting findings dealt with the similarity of geographic boundaries between local vocational education programs and local CETA prime sponsors. The results were particularly interesting because of the speculation by those involved in CETA and vocational education programs that dissimilar geographic boundaries constituted a significant impediment to effective coordinative linkages. The two sets of boundaries were indeed dissimilar in 93 percent of the states which responded. Perhaps the comments of the Vocational Education Director for Arkansas best summarizes the difficulty: "Arkansas has 382 school districts and three prime sponsors. This tells the whole story." Indeed, even with sub-districts within the Balance of State areas there was a substantial lack of overlap between school districts and prime sponsors.

The most common method of coordination between the state vocational education agencies and the State Advisory Councils for Vocational Education (SACVE's) had been through individual contacts. Table 3 shows the degree to which various methods of coordination had been utilized by state vocational education agencies.

Table 3

Methods Used for Coordination of Activities Between State Vocational Education Agencies and SACVE's

Inter-agency Agreements	73%
Formal Meetings	59%
Phone Calls	66%
Informal Meetings	68%
Individual Contacts	89%

(Note that the Vocational Education Directors were asked to check all responses which were applicable, which explains why the sum is greater than 100 percent.)

In order to have a high level of successful coordination between CETA and vocational education, it is essential that state vocational education agencies have a positive relationship with their respective SACVEs. The perceptions of most of the directors responding indicated that this was the case. It is important to note that none of the vocational education directors perceived their relationship as being very negative, and only two percent saw their relationship as being somewhat negative. These perceptions are shown in Table 4.

Table 4

State Vocational Education Directors' Characterization of Relationship Between Vocational Education Agencies and SACVEs

Very Negative	0%
Somewhat Negative	2%
Neutral	19%
Somewhat Positive	28%
Positive	51%

Section 112 funds were overwhelmingly utilized for instructional costs. Table 5 illustrates the approximate percentage of funds utilized for various services.

Table 5

Category of Spending for CETA Section 112 Funds

Administration	7%
Instructional Costs	88%
Stipends	1%
Enrollee Supportive Services	4%

The Section 112 programs were more likely to be conducted on an individual referral basis (58 percent) than as a class size program (42 percent). Furthermore, the Section 112 participant was most likely to be enrolled in community or junior colleges or in area vocational-technical schools. Table 6 shows these figures.

Table 6

Percentage of Section 112 Enrollees in Various Types of Institutions

Community Colleges	27%
Area Vocational Technical Schools	26%
Skill Centers	5%
Other Public Educational Institutions	9%
Proprietary Schools	13%
Other Institutions	9%

It was found that the majority of participants in the Section 112 Program were unemployed at entry. If one added to the number of participants who were unemployed the number of participants who were not in the labor force or who were underemployed, one would find that only one percent of the participants in the program were fully employed at entry. Table 7 shows the employement status of these participants.

Table 7

Employment Status of Individuals Enrolled in Section 112 Programs

Employed	1%
Unemployed	82%
Underemployed	11%
Not in Labor Force	6%

A variety of restrictions had been placed on Section 112 programs at the state level. Although no clear pattern was found to exist, two restrictions were relatively common. The most common restriction was that enrollees in the Section 112 program must be eligible for CETA Title I before being permitted to participate, This restriction held in 94 percent of the respondent states. It was generally imposed by prime sponsors (79 percent of the time) although in some cases it was imposed by vocational education agencies or by the governor. Another common restriction (81 percent) was that training must be limited to a specific time period. Many states responding (66 percent) also barred the use of Section 112 funds for stipends of allowances.

Most states (71 percent) were successful in signing all of the non-

financial agreements mandated under CETA Section 112 before the start of the Fiscal Year to be covered. In those cases where all agreements were not signed, it was usually due to difficulties in the processing of applications or to late announcements about the funding process.

In examining CETA funding of vocational education programs outside Section 112, a lack of financial data existed at the state level. Less than half of the states responding were able to estimate the percentage of Title I funds, that were not Section 112 funds, which had been utilized for instructional costs for vocational education. Those states which did respond, exhibited a tremendous variance in the amount that they spent for vocational education. The expenditures ranged from a low of $61,000 to well over $7 million. The type of educational institutions utilized by enrollees in programs under CETA Title I were in proportions similar to those utilized by Section 112 enrollees. Furthermore, the states were also unsure of the percent of the new CETA Title III funds (the Youth Employment Demonstration Project Amendments) which would be utilized for vocational education programs. In those states which did have this knowledge, it was found that the expenditures ranged from $36,000 to over $6 million.

Vocational education directors were asked to assess the relationship between the State Manpower Services Councils (SMSCs) and vocational education both before and after the enactment of the 1976 Vocational Education Amendments. The results are shown in Table 8.

Table 8

Voc Ed Directors' Characterization of Relationship Between Voc Ed Agencies and SMSCs Before and After 1976 Voc Ed Amendments

Before the 1976 VEAs		After the 1976 VEAs	
Very negative	13%	Very negative	3%
Somewhat negative	24%	Somewhat negative	14%
Neutral	21%	Neutral	20%
Somewhat positive	23%	Somewhat positive	38%
Very positive	19%	Very positive	25%

The questionnaire also asked the opinion of the directors in regard to the ability of the 1976 Vocational Education Amendments to promote coordination between CETA and vocation education administrators at both the state and local levels. Table 9 presents the response to this question. It appears that state vocational educators believed that the 1976 Vocational Education Amendments were able to promote coordination at the state level and possible at the local level.

Table 9

Voc Ed Directors' Characterization of Ability of 1976 Voc Ed Amendments to Promote Coordination at State and Local Levels

At the State Level		At the Local Level	
Very negative	0%	Very negative	3%
Somewhat negative	6%	Somewhat negative	12%
Neutral	34%	Neutral	41%
Somewhat positive	35%	Somewhat positive	23%
Positive	25%	Positive	21%

Finally, the directors were asked to characterize the overall strength of coordination between vocational educators and CETA administrators in their respective states, Table 10 shows the responses to this question.

Table 10

Voc Ed Directors' Characterization of Overall Strength of Coordination Between Voc Educators and CETA Administrators

Very Negative	0%
Somewhat Negative	12%
Neutral	29%
Somewhat Positive	39%
Positive	20%

In summary, the results of the vocational education director questionnaire show a generally optimistic view of coordination. Although 59 percent of state directors were positive about local CETA-vocational education coordination, 41 percent were indifferent or negative in their responses.

C. QUESTIONNAIRE RESULTS FROM THE EXECUTIVE DIRECTORS OF THE STATE MANPOWER SERVICES COUNCILS

The results of the State Manpower Services Council (SMSC) questionnaire reflect, in large part, the same type of 'guarded optimism" found in the vocational education directors' questionnaire. In general, the responses of the SMSC executive directors supported the attitudes conveyed by the vocational education directors.

It was found that each of the respondent states had designated staff

support for its SMSC. The staff size ranged from three to 39 members, with the average being about 18.

The SMSCs were most likely to meet on a monthly basis, with quarterly meetings being a strong second choice. See Table 11.

Table 11

Frequency of SMSC Meetings

Monthly	40%
Quarterly	33%
Semi-Annually	18%
Other	3%

The SMSCs were most likely to review and comment on prime sponsor plans (97 percent), and to monitor such plans and offer technical assistance to prime sponsors (89 percent). The SMSCs were least likely to monitor state agency plans (41 percent) and to review and comment on such plans (52 percent).

Virtually all of the SMSCs received comments from state agencies on their Annual Reports to the Governor (97 percent). The number of agencies commenting on the report varied widely from state to state, from one agency to 16 agencies, with an average of seven commenting.

The SMSCs used approximately the same methods for coordination as did the state vocational education agencies, with the exception that a much greater emphasis was placed on formal meetings as a means to exchange information (71 percent). In particular, the SMSCs used generally the same method to coordinate with the SACVEs as did the state vocational education agencies, but the Councils met formally to a significantly greater extent

(78 percent). Coordination between the SMSCs and the SACVEs in assessing employment and training needs showed increases after the passage of the 1976 Vocational Education Amendments similiar to those between the state vocational education agencies and the SMSCs. Thus, the period after the implementation of the Amendments had been seen as a period of increased coordination. Table 12 shows this relationship between the SMSCs and the SACVEs.

The results of the questionnaire concerning the relationship of the SMSCs to the Supplemental Vocational Education Program were found to be very similar to those obtained from the state vocational education directors. In 81 percent of the responding states, the SMSCs utilized a proportional distribution of funds, based on the Title I allocations to CETA prime sponsors. This distribution held true for the Balance of State areas which had been divided into regions and were funded on generally the same basis as prime sponsors.

Table 12

SMSC Executive Directors' Characterization of Relationship Between SMSCs and SACVEs in Assessing Employment and Training Needs

Before the Passage of the 1976 Vocational Education Amendments		After the Passage of the 1976 Vocational Education Amendments	
Very Negative	11%	Very Negative	2%
Somewhat Negative	26%	Somewhat Negative	13%
Neutral	43%	Neutral	29%
Somewhat Positive	13%	Somewhat Positive	39%
Positive	7%	Positive	17%

The amount of SMSC funds for Supplemental Vocational Education programs was also found to be very similar to that disclosed by the state vocational education directors. Estimates of the expenditure per program participant were slightly higher, with an average cost of about $878. It should be noted that the differences in average costs between the SMSC executive director and the state vocational education director questionnaires were significantly smaller than the differences between various states for either questionnaire. Similarly, the executive directors' responses to how the funds were to be spent were virtually the same as the state vocational education directors'. Again, the vast majority of funds (91 percent) was utilized for instructional costs. In the same light, the percentages for enrollees in class size and individual referral, and for the types of institutions attended, were almost the same as the responses given by the state vocational education directors. Similarly, the responses of SMSC administrators to the employement status of Section 112 enrollees, the limitations on expenditures of funds, the status of non-financial agreements, and to the expenditure of CETA funds in other sections of Title I and Title III Youth Amendments were quite similar to the responses of the state vocational directors. These results are in contrast to another component of this project (Chapter four) in which a number of responses among prime sponsors and vocational education agencies at the local level indicated very different reactions to the same questions.

SMSC executive directors were also asked their perceptions of the relationship between the vocational education agencies and the SMSCs before and after the 1976 Vocational Education Amendments. From the data presented in Table 13 it appears that the Amendments had effected a shift toward the positive with regard to the relationship between the SMSCs and the state vocational education agencies.

Table 13

SMSC Ex Directors' Characterization of Relationship Between SMSCs and State Voc Ed Agencies Before and After 1976 Voc Ed Amendments

	Before the Passage of the 1976 Vocational Education Amendments	After the Passage of the 1976 Vocational Education Amendments
Very Negative	9%	0%
Somewhat Negative	23%	26%
Neutral	31%	18%
Somewhat Positive	24%	33%
Very Positive	13%	23%

The executive directors were asked to characterize the level of SMSC coordination with a number of different agencies. Table 14 contains the responses to this question.

Table 14

SMSC Ex Directors' Characterization of Level of Coordination Between SMSCs and Various Agencies and Councils

	Poor	Fair	Good	Very Good	Excellent
State Dept. of Education	7%	23%	21%	39%	10%
State Advisory Council for Voc. Ed.	3%	18%	33%	28%	18%
Local Vocational Educators	14%	21%	46%	10%	9%
Business and Industry	12%	16%	12%	32%	28%
Community Based Organizations	9%	14%	38%	19%	20%
State Social Service Agencies	11%	33%	23%	23%	10%
State Employment Services	8%	16%	19%	33%	24%

In summary, the SMSC executive director questionnaire generally relates a view of reasonable good coordination which supports the responses obtained from the vocational education directors. This coordination appears to have improved after the implementation of the 1976 Vocational Education Amendments. As in the state vocational education directors' questionnaire, however, there were some questions in which no clear positive result was obtained.

D. QUESTIONNAIRE RESULTS FROM THE EXECUTIVE DIRECTORS OF THE STATE ADVISORY COUNCILS FOR VOCATIONAL EDUCATION

The results of the questionnaires administered to the executive directors of the State Advisory Councils for Vocational Education (SACVEs) were also found to be in general concurrence with those of the other two questionnaires previously discussed. These results were especially valuable because of the exceedingly high response rate (93 percent).

For the states responding, the size of SACVE staffs ranged from one to nine members, with an average of about 5. Like the SMSCs, the SACVEs usually met on a monthly basis (54 percent). In addition, they also held meetings to obtain public input, with semi-annual meetings being the most common type (63 percent).

While a majority of SACVE executive directors were unclear about how geographic boundaries of input were designated, they indicated that input came from within local vocational education boundaries, and from CETA prime sponsors having different geographic boundaries (68 percent).

In general, the SACVEs received and solicited cross-commentaries from the SMSCs (83 percent) and from prime sponsors (61 percent). Only some of the SACVEs (27 percent) held joint meetings with the SMSCs.

The relationship between the SACVEs and the SMSCs generally was viewed as quite good, Table 15 shows the perceptions of SACVE executive directors of this relationship. Table 16 shows the SACVE executive directors' characterization.

Table 15

SACVE Ex Directors' Characterization
Relationship Between SMSCs and SACVEs

Very Negative	0%
Somewhat Negative	3%
Neutral	27%
Somewhat Positive	39%
Positive	31%

Table 16

SACVE Ex Directors' Characterization of
Relationship Between SACVEs and Voc Ed Agencies

Very Negative	3%
Somewhat Negative	17%
Neutral	33%
Somewhat Positive	27%
Positive	20%

While only 24 percent of the SACVEs and the SMSCs had been involved in the identification of employment and training needs prior to the 1976 Amendments, 86 percent had made plans to become involved in such activities after

their passage.

It was also found that 71 percent of the SACVEs had a representative on the State Occupational Information Coordinating Committee (SOICC).

The SACVE executive directors generally felt that the Vocational Education Amendments had been able to improve the level of coordination at the state level and, to a minimal degree, at the local level. Table 17 shows the perceived increase in coordination due to the Amendments.

Table 17

SACVE Ex Directors' Characterization of Increased Coordination at State and Local Levels Resulting From 1976 Voc Ed Amendments

	State Level	Local Level
Very Negative	8%	13%
Somewhat Negative	13%	18%
Neutral	28%	37%
Somewhat Positive	33%	22%
Positive	18%	10%

The SACVE executive directors also characterized the level of coordination between vocational educators and CETA administrators as being quite good, Table 18 shows their perceptions.

Table 18

SACVE Ex Directors' Characterization of Overall Strength of Coordination Between CETA Administrators and Voc Educators

Very Negative	9%
Somewhat Negative	14%
Neutral	27%
Somewhat Positive	29%
Positive	21%

In general, the SACVE executive director questionnaire related the same overall responses as did the other two questionnaires. The results corresponded to those of the other questionnaires with regard to the activities in coordinated programs, the types of institutions utilized, and the methods of coordination. Perceptions of coordination were essentially positive, however, some respondents expressed indifference or somewhat negative attitudes.

E. SUMMARY

The responses to similar questions in each of the three questionnaires showed a substantial degree of agreement. Furthermore, the questionnaires were in general concurrence with the responses obtained from the local level questionnaires administered as another component of the project (Chapter Four). The information regarding types of institutions utilized, methods of coordination, and types of activities funded under coordinated programs in the state and local level surveys were within three percent of each other. This confirms that much of the data obtained through this survey was indeed accurate. In

fact, were often significantly less than differences between like agencies in different states. Thus, the questionnaire results support those obtained in other surveys conducted in this project.

The questionnaires indicate an affirmative state of coordination at the state level. It appears that the 1976 Vocational Education Amendments had some positive impact on coordinative linkages since responses indicated that the level of coordination had increased since implementation. Furthermore, the responses showed an increase in the variety of activities utilized since the implementation of the Amendments.

The problem areas in coordination were not clearly indicated from these questionnaires. The directors responding discussed a definite pattern. Thus, while CETA-Vocational Education coordination may appear to be reasonably successful, the barriers to achieving more effective coordination are not at all clear or simple.

The responses indicated a markedly lesser impact of the amendments on coordination at the local level and also presented the perception of an actual lower level of coordination at the local level. Apparently the 1976 Vocational Education Amendments had greater impact on state level coordination than on prime sponsor--school district coordination.

CHAPTER THREE

FEDERAL LEVEL COORDINATION

A. INTRODUCTION

In staff review and planning for this proposal, it became apparent that informal opinions of federal departmental staff were necessary to complete the picture of CETA-vocational education linkage. Though a great majority of the specific programmatic activities involving CETA and vocational education are far removed from the national level, influence of the U. S. Department of Labor and the U. S. Office of Education is an important factor in the success of these programs. Successful coordination at the federal level is essential if successful coordination is to take place at the state or local levels.

As indicated, the survey at the federal level was informal--a structured interview instrument was not used and no statistical data was accumulated. Interviews were conducted with staff members from the Department of Labor, Office of Education and the Congress. This chapter then is the research staff interpretation of informal interviews and literature research and does not pretend to represent disciplined survey research. It reflects the attitudes and perceptions of certain staffers at a specific time--summer of 1978. Yet it does represent an important part of the total environment for CETA-vocational education coordination.

There have been several factors that have functioned as programmatic deterrents at both the federal and local levels. The first and most obvious of these problems was the initial elimination of a vocational education linkage or a significant policy role of the U. S. Office of Education in the legislative enactment of CETA--it was a Department of Labor bill. Under the predecessor of CETA, the Manpower Development and Training Act, all of the connections between manpower programs and vocational education programs were

clearly delineated. The roles of each party were specified, but apparently it was judged that the overall results of the experience under MDT were not impressive. As a result, when CETA was developed, the role of vocational education was conspicuous by its absence. Whether this occurred as a result of a weakening of the education forces or a strengthening by labor is conjecture, but the consequence was virtually no coordination with vocational education, except through the Supplemental Vocational Education Program of CETA Section 112. However, since the initial enactment of CETA, Congress has mandated increased coordination efforts at the state and local levels. These mandates for coordination were not extended to the federal level. Thus, any coordination had to be voluntary, and since the Department of Labor controlled the CETA appropriations, there was little impetus to coordinate with the Office of Education.

The research team decided that the extent of federal coordination could be examined in three ways:

1. The extent of funding allocations for research and development in the area of CETA-vocational education interrelationship.
2. The attitude toward coordination as expressed by staff members.
3. The extent of joint activities by federal DOL and USOE personnel.

B. RESEARCH AND DEVELOPMENT

Research projects funded by the Department of Labor to specifically address the coordination of CETA and vocational education have been limited. Several studies have been conducted analyzing various aspects of coordination within specific programs utilizing the resources and expertise of both employment and training agencies. The Office of Education has been even less aggressive in initiating CETA-vocational education coordination research in

this area. However, two Office of Education specified and funded research and development projects on CETA-Vocational Education and CETA-Career Education coordination are currently in process. In addition, Congress mandated and the National Institute of Education is conducting a comprehensive study of vocational education, including the relationship of CETA-Vocational Education programs. This project is currently under design development, but the study of the CETA-vocational education relationship is somewhat incidental to the total project. The specific charge put forth in the Vocational Education Amendments of 1976 to the National Institute of Education (Section 523 b) called for "a thorough evaluation and study of vocational education programs, including such programs conducted by the states, and such programs conducted under the Vocational Education Act of 1963, and other related programs conducted under the Comprehensive Employment and Training Act of 1973, and by the State Post-Secondary Commissions authorized by the Education Amendments of 1972."

The Department of Labor has initiated research in various aspects of employment and training since the enactment of CETA. These include both studies analyzing various aspects of coordination and specific programs and techniques utilizing the resources and expertise of both employment and training agencies and educational institutions. Similar appropriations have been made by the Office of Education. Added together, these various projects and studies do provide a knowledge base available to state and local entities planning and participating in programs linking CETA and education. These research endeavors, coupled with the efforts of highly influential, federally based interest groups, support the hypothesis that there is indeed concern at the federal level for successful coordination at all levels of government.

As previously indicated, a substantial research endeavor has been undertaken under the auspices of the Office of Education to study effective mechanisms for facilitating coordination of vocational education and career education programs with the Youth Employment and Demonstration Projects Act of 1977. These studies, together with present research being conducted by the National Institute of Education, represent the first major funded studies in the area of coordination.

In summary, it would have to be concluded that research and development activities have lagged behind legislative enactment andlocal implementation. Increased effort is necessary to encourage and support coordination and linkages at the local and state levels.

C. FEDERAL ATTITUDES AND OPINIONS ON COORDINATION

As part of this project, structured interviews were carried on during the summer of 1978 with individuals involved with CETA and vocational education in the Office of Education and in the Employment and Training Administration of the Department of Labor and with Congressional staff members. The interviews were designed to solicit perceptions relative to: 1) inter-agency coordination; 2) ongoing activities in policy planning and programming needs at all governmental levels; 3) the effect of CETA Title I five percent allocations on local level coordination; and 4) the necessity for future local, state, and federal coordination activities and incentives for coordination.

The perceptions expressed relative to inter-agency coordination could best be described as strained. Office of Education staffers generally felt education had been left out of the CETA program and that the Labor Department was ignoring them in its administration of the program (for example: guidelines for the granting of school academic credit for CETA work experience

ere drawn up without input from the Office of Education). On the other hand, the Department of Labor staffers seemed to have a certain disdain for the Office of Education and the formal education system because they felt that education had failed to serve the young people to whom CETA was directed--in a sense they say CETA as a response to education's failure. There was a feeling that certain processes inherent in the educational system cause it to respond to stimuli much more slowly than the CETA system, leading to problems in meshing the two systems. In addition, little confidence was expressed by either Labor or Education staffers that the education system should or would change to coordinate more successfully with the CETA emphasis.

There was an obvious lack of coordinative planning at the top levels of the Labor and Education departments, and no indication of top-level policy to forestall the lower level animosity that was evident. The Office of Education seemed to be understaffed in this area, and Department of Labor staffers didn't know who the Office of Education staffers were.

In the area of the five percent vocational education allotment, there appeared to be a general consensus that these funds have not been a significant inducement for local level coordination. Federal level administrators expressed the opinion that coordination at the local level is often nothing more than a "rubber stamp" situation. They felt that councils often accepted plans without reviewing or commenting on them.

The Congressional staff interviewed indicated that the Congress was aware of the seeming lack of coordination and had been hearing from educators in the field. They emphasized that legislative mandates for local coordination had been effected and indicated that Congress would pass further legislation requiring more coordination at the local and state level. They felt that the legislative mandates had and would continue to prompt increasing

coordination at the federal level.

Personnel working closely with prime sponsors expressed the desire to see the Section 112 funds going directly to the prime sponsors, with vocational education coming to the prime sponsors to reach an agreement. Those working closely with education expressed the feeling that the idea of local level responsibility is theoretically sound, but that allocations would be too politically influenced at that level to be proportioned correctly, and they would like to see a greater chunk of training funds going directly to vocational education at the state level.

It was generally felt at the federal level that local coordination has changed little since the enactment of the Vocational Education Amendments. It was the general opinion that in areas in which successful coordination had been carried out in the past, local agencies have accepted the mandates without great difficulty and have benefited from them. However, areas experiencing difficulty in coordination had rejected the mandates and denied themselves the experience of working cooperatively. Stronger mandates for coordination, and increased support from both education and labor at the federal level were seen as necessary factors for enhancing coordination and linkage between prime sponsors and education at the local level.

In summary, there appeared to be a growing concern at the federal level with regard to linkages between employment and training programs and vocational education institutions and agencies. But we would emphasize that interviews were informally conducted with a selected sample offederal administrators. It was time specific--summer of 1[illegible] no inferences are drawn as to current conditions. Yet, the research team feels they have accurately and cautiously reflected attitudes and opinions expressed at the time and that these attitudes and opinions are important to a full understanding of

CETA-vocational education linkages.

D. FEDERAL LEVEL PERSONNEL ACTIVITIES

Under the section on Federal Attitudes and Opinions on Coordination, we indicated a lack of inter-staff planning and support between the Office of Education and the Department of Labor. At the time of the federal interviews, it was indicated that the Secretary of HEW and the Secretary of Labor had met regarding CETA-vocational education coordination. It was anticipated that second and third level staff personnel would be meeting, but no formally structured meetings at this level had taken place. It was the research team's opinion that the Department of Labor (and with legislative justification) saw the CETA program as theirs and had guarded feelings about inviting Office of Education participation. Office of Education personnel felt that the CETA program had large and important educatinal components with no policy or management input from education specialists. It could be assumed that these attitudes had some impact down through the federal, state and local levels, but our research would not document such influence.

We previously referred to the NIE mandated comprehensive study of vocational education and the inclusion of the study of CETA-vocational education relationships in that mandate. As part of this research, NIE has organized a study group focusing on the research and problems associated with CETA-vocational education. Included in this study group are highly respected individuals from the Department of Labor, Office of Education and federally based interest groups possessing expertise in the area of CETA-education coordination. The activities of this group center on the identification of ongoing research in coordination. The success of the group rests on its ability to articulate perceived research needs and to expedite the exchange

of information compiled by the division of employment and training and by educational institutions engaged in the study of coordination and linkage activities. Consequently, one major success of NIE has been the provision of a vehicle, i.e., a study group, that has brought together the "coordinators of coordination."

The Department of Labor also has a mandate to review and evaluate CETA-vocational education coordination and to prepare a report by January of 1980. Even more recently, there is discussion of inter-agency agreements between DOL and OE to extend and broaden current initiatives.

In summary, spontaneous recognition and attention to CETA-vocational education linkage opportunities did not occur within the federal bureaucracy, but the intentions and actions of Congress have prompted a visible increase in voluntary and coordinated efforts at the federal level. Hopefully, this action will be interpreted downward through state and local levels. Cooperative development efforts toward CETA-vocational education linkages were slow in starting at the federal level but seem to be steadily increasing. However, there is still much to be done to encourage state and local level coordination and linkage.

It is important that initial efforts toward coordination be put into organizational and financial perspective. At the time of the interviews, there were only two professionals within OE responsible for CETA coordination. The situation within the Bureau of Training of DOL was even more dramatic. The professional staff size as related to the volume of programs and size of appropriations to be managed was very small. CETA legislation was massive, and the organization and support to prime sponsors certainly was a demanding and priority concern of DOL. Much had to be done, and the quickest way to do it was to get at it without a lot of inter-agency meetings and resulting

delay. CETA-vocational education linkages no doubt took a back seat to getting the job done. There is a saying to the effect that when you're up to your hips in alligators, it's difficult to think about draining the swamp. Yes, coordination at the federal level was delayed, and inter-agency, inter-personnel credibility was lacking, but probably the largest federal program involving youth training ever enacted was off and running. Now there is more time to emphasize coordination and linkage for increased effectiveness.

CHAPTER FOUR

LOCAL LEVEL QUESTIONNAIRE RESULTS

A. INTRODUCTION

This chapter contains the results of two waves of questionnaires designed to measure the effect of the 1976 Vocational Education Amendments on coordination between CETA and vocational education programs at the local level. Mail questionnaires were distributed to 100 percent of the CETA prime sponsors and 100 percent of the vocational education directors of the less than four year public institutions of higher education (i.e. community colleges) in Michigan, New Jersey and Texas. The first wave questionnaire, distributed in October of 1977, attempted to ascertain the level of coordination before the Vocational Education Amendments became fully operational. The second wave, distributed thirteen months later in November of 1978, provided a view of the effectiveness of the Amendments in implementing increased coordination.

As can be seen in Table 19, the response rate for the first wave of questionnaires was much higher than for the second wave. This high response rate can be largely attributed to the follow-up questionnaires sent out to increase the response rate. Unfortunately, such methods were not as successful with the second wave of questionnaires. The poorer response rate could be attributed to the plethora of survey instruments that had been sent to CETA prime sponsors and local vocational education directors. These administrators expressed the opinion that they were tired of the constant barrage of questionnaires that had been increasingly sent their way.

The results in this chapter are presented in four sections. Part B details the prime sponsor responses from the three states surveyed. Similarly, part C details the responses from the local vocational education

Table 19

Local Level Questionnaire Response Rate by State and Year

	Questionnaires Sent		Questionnaires Received		Questionnaires Not Received		Response Rate	
	1977	1978	1977	1978	1977	1978	1977	1978
MICHIGAN								
Vocational Education Directors	30	30	25	19	5	11	83.3%	63.3%
Prime Sponsors	34	34	25	23	9	11	73.5%	67.8%
NEW JERSEY								
Vocational Education Directors	55	55	39	16	16	34	70.9%	29.1%
Prime Sponsors	23	23	13	4	10	14	56.5%	39.1%
TEXAS								
Vocational Education Directors	55	55	37	29	18	26	62.7%	52.7%
Prime Sponsors	25	25	14	12	11	13	56 %	48 %
TOTALS								
Vocational Education Directors	140	140	105*	64	35	76	75 %	45.7%
Prime Sponsors	82	82	52	44	30	38	63.4%	53.6%

*This included four questionnaires filled out with no address which are thus only included in totals. It should be noted here that actual data tabulations were based on seven less questionnaires for the vocational education directors' questionnaire, since seven questionnaires received from New Jersey were deemed "not applicable" because they pertained to secondary school relationships with CETA. Thus, the response rate for questionnaires utilized was 67.6 percent.

directors. Part D outlines some of the unusual differences that were found between the three states. Part E develops some overall conclusions based on the obtained results.

B. PRIME SPONSOR QUESTIONNAIRE RESULTS

The prime sponsor questionnaire was divided into six areas: 1) composition of the local manpower planning council and organization of the prime sponsor, 2) post-secondary institutions receiving CETA Title I monies, 3) types of vocational education activities funded under the Supplemental Vocational Education Program (Section 112 of CETA), 4) characteristics of Section 112 recipients, 5) Section 112 nonfinancial agreements, and 6) areas of coordination outside Section 112.

The first area of the prime sponsor questionnaire dealt with the composition and organization of prime sponsors and their respective manpower planning councils. Table 20 shows the level of government the prime sponsors were associated with in 1977 and 1978.

Table 20

Prime Sponsor Level of Government Affiliation for 1977 and 1978

	1977	1978
Municipal	23.1%	22.9%
County	53.8%	54.1%
State	5.8%	6.2%
Other Agencies	17.3%	16.8%

It is apparent from these figures that there had been no significant

change in the level of government affiliation between the two waves. (An interesting sidelight to these figures was that approximately 40 percent of the prime sponsors were members of a consortium.)

The size of the prime sponsors' manpower councils ranged from approximately ten to fifty members, with a mean of roughly twenty-three. It was found that county officials were most likely to be the chairpersons of such councils. This was not surprising since the level of government most often associated with prime sponsors had been the county. See Table 21 for the exact breakdown.

Table 21

Chairperson Affiliation of Local Manpower Councils for 1977 and 1978

	1977	1978
County Officer	30.8%	29.0%
Education Representative	21.1%	24.1%
Mayor's Office	11.5%	15.9%
Other	34.6%	31.0%

A wide variety of groups were represented on the local manpower councils, as was required by the Comprehensive Employment and Training Act (CETA). Included in the mandataed groups were elected officials, representatives from labor, business and industry, education, and community based organizations. Section 105 (g) (1) of the 1976 Vocational Education Amendments required that prime sponsors add representatives from vocational education to the local manpower councils. It was found that nearly half (47 percent) of the prime sponsors responding added vocational education representatives to the councils in response to the Amendments. Forty-eight percent of the

prime sponsors responding to the questionnaires indicated that representatives from vocational education had been added prior to the passage of the Amendments.

The results from the first wave of questionnaires indicated that approximately one-third of the manpower councils had representatives on local post-secondary school boards or Boards of Trustees. The second wave of questionnaires showed little change.

The second category of questions in the prime sponsor questionnaire dealt with the relationship between prime sponsors and those educational institutions which receive money from Title I of CETA. Over 80 percent of the responding prime sponsors stated that the allocated Title I money went to post-secondary vocational education institutions. Of those institutions, over 70 percent received money from the Supplemental Vocational Education Program.

Interestingly, prime sponsors were familiar with the staff of 90 percent of those vocational education institutions which received money. At the same time, prime sponsors were familiar with the staff of only 25 percent of those institutions which did not receive any funds. Although it might appear that familiarity between the staffs of prime sponsors and local vocational education institutions is the key for vocational education institutions to receive financial aid, this is not necessarily a causal relationship. It is impossible to determine how many prime sponsors became familiar with the vocational education staffs in the process of allocating monies.

Even though it cannot be concluded that personal relationships between these staffs are mandatory for the exchange of money and subsequent coordination, questionnaire results indicated that personal relationships greatly assisted in implementing better coordination. Sixty-nine percent of those

prime sponsors and local vocational educators responding ranked a working relationship between prime sponsors and vocational education agency personnel as being necessary for coordination to take place. It follows that political and personality conflicts were found to be the most commonly blamed problem in coordination (about 62 percent).

Representatives from prime sponsors were found on local vocational education advisory boards in approximately 30 percent of the questionnaires. This percentage, however, did not vary significantly from the first to second wave. Of the 30 percent of the prime sponsors represented, only half of that number reviewed and commented on local post-secondary vocational education program plans. Over 61 percent of the vocational education institutions, however, commented on the plans of prime sponsors.

Prime sponsors used a variety of methods to coordinate their activities with vocational educators. The utilized methods, however, remained virtually the same from the first to second wave questionnaires. Table 22 shows these results.

Table 22

Methods Used for Coordination of Activities Between Prime Sponsors and Local Vocational Educators

	1977	1978
Inter-Agency Agreements	70%	74%
Formal Meetings	60%	74%
Memos (Correspondence)	75%	69%
Phone Calls	90%	88%
Informal Meetings	88%	89%
Individual Contacts	92%	93%

In response to the first wave questionnaire, 70 percent of the prime

sponsors stated that coordination efforts had been successful and 25 percent considered efforts at least partially successful. When questioned about the 1976 Vocational Education Amendments, 42.3 percent indicated that they had planned changes in response to the Amendments. The planned changes included increased communication with the staff of local vocational education insitutions.

Of the increases in coordination that did take place at the local level it was felt that the Amendments were responsible for at least some of the changes. The perceptions of the prime sponsors on this question are shown in Table 23.

Table 23

Prime Sponsor Characterization of Degree to Which 1976 Vocational Education Amendments Were Responsible for Changes in Coordination

Vocational Education Amendments Responsible for All Changes	7%
Vocational Education Amendments Responsible for Some Changes	69%
Changes Would Have Taken Place in Absence of the Vocational Education Amendments	19%

In the second wave questionnaire, prime sponsors were asked whether the Amendments helped to promote coordination at the state and local levels. Table 24 shows their responses to this question.

Table 24

Prime Sponsor Characterization of Ability of 1976 Vocational Education Amendments to Promote Coordination at State and Local Levels

	State Level	Local Level
Very Negative	13%	9%
Somewhat Negative	7%	16%
Neutral	32%	17%
Somewhat Positive	38%	37%
Positive	19%	21%

Prime sponsors were also asked to characterize the level of coordination between CETA administrators and vocational educators. As the results presented in Table 25 indicate, the perceptions of coordination were generally positive.

Table 25

Prime Sponsor Characterization of Level of Coordination Between CETA Administrators and Vocational Educators

Very Negative	7%
Somewhat Negative	13%
Neutral	21%
Somewhat Positive	29%
Positive	30%

In addition, prime sponsors saw improvements in the level of coordination between themselves and vocational education agencies in dealing with the nonfinancial agreements required by the Supplemental Vocational Education Program of CETA. Table 26 shows their perceptions of this coordination before and after the Amendments.

Table 26

Prime Sponsor Characterization of Relationship With Vocational Educators in Regard to Nonfinancial Agreements

	Before the Passage of the 1976 Vocational Education Amendments	After the Passage of the 1976 Vocational Education Amendments
Very Negative	17%	9%
Somewhat Negative	9%	11%
Neutral	44%	36%
Somewhat Positive	16%	21%
Positive	14%	23%

The third category of prime sponsor questions was concerned with post-secondary vocational education activities funded under the Supplemental Vocational Education Program (Section 112 of CETA). About half of the prime sponsors reported that they had a staff member exclusively responsible for Section 112 activities. It was found that for each year, 1977 and 1978, approximately $6.5 million was allocated for the program, out of which $5.5 million or 85 percent was spent. While there was some variation between prime sponsors, the mean expenditure of Section 112 funds was $152,000. As Table 27 shows, most of these funds were used for instructional costs.

Table 27

CETA Section 112 Expenditures by Category

	1977	1978
Administration	9%	8%
Instructional Costs	84%	88%
Stipends	1%	1%
Supportive Services	3%	2%
Other	3%	1%

It was also found that virtually all of the money funded under Section 112 was spent for occupational training programs. This could be expected, since occupational training is a number one priority in most states. Table 28 shows the programs funded by Section 112 for both questionnaire waves.

The fourth category of the prime sponsor questionnaire dealt with the characteristics of participants in the Supplemental Vocational Education Program. The data indicated that more than 50 percent of the participants were women. Whites comprised nearly 60 percent of the participants and

Blacks accounted for a little more than 25 percent.

Table 28

Types of Programs Funded Under Section 112 of CETA

	1977	1978
Adult Basic Education	1%	1%
High School Completion	2%	1%
Work Study	1%	1%
Occupational Training	95%	96%
On-the-Job Training	1%	1%

Table 29 indicates the employment status of Section 112 participants for 1977 and 1978. The data strongly show that the Supplemental Vocational Education Program was successful at reaching those individuals who had not been fully employed. This should be considered a major benefit of the program.

Table 29

Participant Employment Status in Supplemental Vocational Education Program

	1977	1978
Employed	5.1%	4.8%
Unemployed	78.8%	79.1%
Underemployed	10.0%	6.4%
Not in the Labor Force	6.1%	9.7%

The fifth area on which the prime sponsor questionnaire focused was the nonfinancial agreements between prime sponsors and the providers of vocational education services. As was previously stated, nonfinancial agreements are a required part of the Supplemental Vocational Education Program.

Table 30 shows that the nonfinancial agreements had been completed with greater ease since the Vocational Education Amendments became effective.

Table 30

Date of Execution for Section 112 Nonfinancial Agreements for Fiscal Years 1977* and 1978

Fiscal 1977 Quarters	Percentage of Agreements Completed	Fiscal 1978 Quarters	Percentage of Agreements Completed
September 30, 1976	46.2	September 30, 1977	56.1
December 30, 1976	38.5	December 30, 1977	37.2
March 30, 1977	5.8	March 30, 1978	6.1
June 30, 1977	1.9	June 30, 1978	0.6

*In 1977, 7.6 percent of the Agreements were never completed.

The sixth category of the prime sponsor questionnaire examined the areas of coordination between CETA and vocational education outside the Supplemental Vocational Education Program. It was essential to examine this area as prime sponsors spent a considerable amount of money from regular Title I programs on vocational education. Results from the first wave questionnaire indicated that a total of approximately $11 million was spent on such programs, or a mean expenditure of over $250,000 for each respondent prime sponsor. As is shown in Table 31, a variety of post-secondary vocational education institutions received money for regular Title I programs in 1977.

In addition to these large sums of CETA Title I money, the funds made available through the Youth Employment and Demonstration Project Act of 1977 (YEPDA) are likely to facilitate closer coordination between CETA and

Table 31

Institution Receiving "Regular" Title I Monies for Post-Secondary Vocational Education*

Type of Institution	Number Receiving Money
Community or Junior College	69
Area Vocational Technical Schools	38
Skill Center	18
Other Public Institutions	27
Private Proprietary Schools	94

*It should be noted that there is some overlap, as more than one prime sponsor could allocate money to an institution, and each would report it.

Vocational Education. Prime sponsors surveyed were of the opinion that YEPDA would have a greater effect than Section 112 on coordination due to the large sums of money made available through the program. Indeed, as awareness of the YEDPA programs increased, this opinion rose from 33 percent of the prime sponsors responding to 61 percent in the second survey.

Overall, the prime sponsor questionnaire indicated that there had been several weak spots in the coordinative link between CETA and vocational education. While the Supplemental Vocational Education Program had reached the targeted groups, the total dollars available for the program were less than half of the regular Title I funds going into the vocational education system. Even though the Vocational Education Amendments appeared to have been somewhat influential in effecting coordination, many prime sponsors still had not yet developed close working relationships with vocational education institutions. This is evidenced by the

low participation of prime sponsors in vocational education planning.

One of the weakest factors in coordination was the continued high usage of private proprietary schools. These schools had been able to offer programs at lower costs and with greater scheduling flexibility than had the public school, but the usage of such schools did not allow prime sponsors to realize the advantages of the use of public vocational education facilities or the advantages of coordinated placement. Efforts could be made to make public vocational schools more responsive to the needs of prime sponsors so that the economic benefits could be maximized.

The relatively small amounts of money made available to the Supplemental Vocational Education Program in the past was seen as another factor which contributed to the lack of coordination between CETA and Vocational Education. With such small amounts the incentive for the parties to coordinate had been only minimal. By increasing the amount of funds available through such a program, it is likely that greater coordination would take place.

C. LOCAL VOCATIONAL EDUCATOR QUESTIONNAIRE RESULTS

The local vocational education director questionnaire was divided into four areas: 1) that concerning CETA prime sponsors which allocated Title I monies to local vocational education institutions; 2) activities of the Supplemental Vocational Education Program (Section 112); 3) characteristics of Section 112 participants; and 4) coordination between CETA and vocational education outside Section 112.

The first category of this questionnaire concerned the CETA prime sponsors found in each director's school district that allocated CETA Title I monies to the institution. Over half of the responding vocational

education directors indicated that they had one prime sponsor within their school district and most of the rest responding had two prime sponsors in their area. As was found in the prime sponsor questionnaire, most of the prime sponsors were county based. Table 32 shows the levels of government with which they were associated.

Table 32

Prime Sponsor Level of Government Affiliation for 1977 and 1978

	1977	1978
Municipality	24.3%	21.2%
County	40.3%	49.8%
Consortium	18.5%	14.6%
Balance of State	16.8%	14.4%

Approximately 80 percent of the local vocational education institutions were found to have received CETA Title I funds from their respective prime sponsors, while little better than 60 percent had the nonfinancial agreements necessary to receive funds under the Supplemental Vocational Education Program.

In results similar to those of the prime sponsor questionnaire, it was found that the vocational education directors knew the prime sponsor staffs in areas where money was not allocated in about 40 percent of the cases. On the other hand, they knew the staffs in those areas where money was being allocated in 90 percent of the cases. Again, as in the results from the prime sponsor questionnaire, a causal relationship is likely but not implied. Most of the vocational education directors not only knew members of the local Manpower Planning Councils (84.2 percent) but had

been invited to attend council meetings, and many of the directors had representatives on the council (64.6 percent). Many of the vocational education directors responding indicated that they had commented on local manpower plans (approximately 65 percent), and in more than 80 percent of those cases, comments were incorporated into the local manpower plans.

It was found that most (85.4 percent) of the local vocational education institutions had an individual who was specifically responsible for coordination with CETA. By comparison, the other questionnaire indicated that only about half of the prime sponsors (46.8 percent) had individuals who commented on vocational education plans. Of those comments, however, nearly all (95.3 percent) had been incorporated into the plans. Thus, vocational educators appeared to be willing to work with the prime sponsors in an effort to serve the client community.

The most common methods of coordination cited by the vocational education directors were informal ones such as telephone calls and individual contacts. See Table 33 for the results.

Table 33

Vocational Education Director Methods of Local Level Coordination for 1977 and 1978

	1977	1978
Inter-Agency Agreements	71.0%	73.0%
Formal Meetings	75.0%	77.4%
Memos	75.0%	74.1%
Telephone Calls	85.7%	86.2%
Informal Meetings	81.0%	83.8%
Individual Contacts	83.3%	86.8%

*Note that local Vocational Education Directors were instructed to check all procedures which applied.

It is likely that these informal methods had been preferred because of the abundance of paper work that faced the local vocational education directors, as well as the fact that formal meetings had already been established with the nonfinancial agreement required for the Supplemental Vocational Education Program.

The second category of questions dealt with the post-secondary vocational education activities funded under the Supplemental Vocational Education Program of CETA. Over 80 percent of the respondents had a staff member generally responsible for CETA coordination. 70.9 percent had a staff member specifically responsible for Title I of CETA, and even fewer respondents had a staff member who had specific responsibility for the Section 112 program. These findings are not surprising given the cost of a staff member and the relatively small amount of funds made available for the Section 112 program in comparison to Title I and CETA in general.

It was found that nearly all the funds that had been made available to local vocational education institutions under the provisions of Section 112 went toward occupational training (see Table 34). This is not surprising considering the high priority of occupational training under the Supplemental Vocational Education Program. Of interest was the fact that one-third of the responding vocational education directors indicated that some new program had been established as a result of the availability of the Section 112 funds to vocational education institutions.

Table 34

Types of Programs Funded Under Section 112 of CETA

	1977	1978
Adult Basic Education	3%	2%
High School Completion	2%	1%
Work Study	1%	1%
Occupational Training	93%	95%
On-the-Job Training	1%	1%

The third category of questions dealt with the characteristics of the participants in the Supplemental Vocational Education Program. Some of the characteristics differed, sometimes significantly, from those reported by prime sponsors. While this may have been partially due to reporting errors, another source may have been the differing response rates. That is, each prime sponsor was accountable for several vocational education programs and some of these were private programs to which no questionnaires were sent. Thus, the prime sponsors' responses may have been larger, and were probably more reflective of the overall programs, both in dollar amounts and participant levels.

The results from the local vocational education director questionnaire indicated that the vast majority of participants in the Section 112 programs were considered unemployed prior to enrolling in the program. See Table 35.

Table 35

Participant Employment Status in Supplemental Vocational Education Program

	1977	1978
Employed	8%	3%
Unemployed	75%	84%
Underemployed	7%	3%
Not in the Labor Force	10%	10%

Responses also indicated a greater percentage of minorities and women in the Section 112 program than did the responses from the prime sponsors. Here again, these differences may have been due, in part, to the differing response rates.

The final category of the local vocational education director questionnaire dealt with areas of CETA and vocational education coordination

outside of Section 112. Included were questions on programs, other than Section 112, found in Title I of CETA and the Youth Employment Amendments of CETA Title III. Vocational education institutions received an estimated $4.2 million in regular Title I monies - somewhat less than that allocated according to prime sponsors. This averaged over $105,000 per institution receiving money. Vocational education institutions expected to receive about $3 million through the Youth Employment Amendment. This is very close to the 13 percent of the $33 million ($4.29 million) prime sponsors had planned for allocating to post-secondary public vocational education programs.

These funds were as large, or larger in the case of the prime sponsors, as those allocated through Section 112 of CETA. Furthermore, most coordination involving these monies occurred only at the local level. The extra paperwork of involving state agencies was thus eliminated. Consequently, over half of the vocational education directors replying (61 percent) believed the Title III Youth Amendments would have more of an impact than the Section 112 program.

Overall, the results from the local vocational education director questionnaire showed that while coordination was weak in some areas, notably in getting prime sponsor participation in vocational education, there were some strong aspects to coordination. The 112 program had some positive effects (note the participant characteristics in Table 35). A slight majority of vocational educators (54.5 percent) felt that it had been beneficial to the larger regular vocational education system. However, the relatively small size and complex paperwork made it less favored than the local coordination programs such as regular Title I and the Title III Youth Amendments.

The first wave of questionnaires indicated that more than 40 percent

of the vocational education directors responding were planning changes in response to the 1976 Vocational Education Amendments that would increase CETA and vocational education coordination. Changes most often cited were efforts to increase communication at the local level (78 percent), efforts to increase joint planning (72.5 percent), and increase information sharing (53.8 percent).

At the time of the first wave questionnaire, most of the vocational education directors (65.6 percent) felt that coordination efforts had been successful. It is interesting to note that over 16 percent of the directors responding felt that the coordination efforts had been unsuccessful, while only 5 percent of the prime sponsors responding came to the same conclusion.

In the second wave of questionnaires the vocational education directors indicated their perceptions of the effects that the 1976 Vocational Education Amendments had on coordination between CETA and vocational education. In 73 percent of the cases, they felt that the Amendments were responsible for some of the changes in coordination, and approximately 68 percent responded that the Amendments facilitated coordination. The majority of the vocational education directors (79 percent) stated that they had changed their services somewhat in response to the 1976 Amendments.

The local vocational education directors perceived the 1976 Amendments as having had a greater impact on coordination than did the prime sponsors. Table 36 shows their perceptions of the ability of the 1976 Amendments to promote coordination at both the state and local levels.

Table 36

Vocational Education Directors' Characterization of Ability of 1976 Vocational Education Amendments to Promote Coordination at State and Local Levels

	State Level	Local Level
Very Negative	4%	1%
Somewhat Negative	9%	4%
Neutral	31%	38%
Somewhat Positive	33%	29%
Positive	23%	28%

The results in Table 36 are closely linked to those shown in Table 37. Here it appears that, since the enactment of the 1976 Vocational Education Amendments, there had been a shift toward closer relationships between prime sponsors and directors of local vocational education programs.

Table 37

Vocational Education Directors' Characterization of Relationship with Prime Sponsors

	Before Passage of the 1976 Vocational Education Amendments	After Passage of the 1976 Vocational Education Amendments
Very Negative	16%	4%
Somewhat Negative	8%	12%
Neutral	45%	28%
Somewhat Positive	18%	34%
Positive	13%	22%

D. UNUSUAL FINDINGS BY STATE

The results of the first wave of questionnaires showed some interesting differences in the responses of the prime sponsors and local vocational education directors in Michigan, New Jersey, and Texas. The results of the second wave questionnaire did not indicate such differences but since the response rate was so much lower than that of the first, these differences may be partially attributable to a non-response bias.

The responses of the prime sponsors indicated that there were differences in: 1) the structure of units and planning councils; 2) the types of services provided; 3) the programs that were funded; and 4) the characteristics of the program participants.

The Texas prime sponsors were much less likely to be associated with county government (28.6 percent) than those in Michigan (64.0 percent) or in New Jersey (61.5 percent). It was found that prime sponsors in Texas were more likely to be associated with municipal units of government or with a consortium. In New Jersey the majority of prime sponsors (53.8 percent) had a member of their planning council on the post-secondary boards of education. This can be contrasted with both Michigan and Texas where only 28 percent of the prime sponsors had members of their planning councils on the post-secondary boards of education.

The Texas prime sponsors were found to have vocational education sub-committees 92.9 percent of the time. This was contrasted markedly by the findings in Michigan and New Jersey where fewer than 20 percent of the responding prime sponsors had such sub-committees. It should be noted that most of the prime sponsors were made up of consortiums and that when diverse governmental groups work together, as is likely in a consortium, then

specific sub-committees tend to become a necessity.

As previously stated, the majority of the funds made available through the Supplemental Vocational Education Program were spent on instructional services. As Table 38 indicates, however, the proportion of these funds spent in Texas for instructional services differed significantly from the percentages in Michigan and New Jersey.

Table 38

CETA Section 112 Expenditures by Category in Michigan, New Jersey, and Texas

	Michigan		New Jersey		Texas	
	1977	1978	1977	1978	1977	1978
Administration	7%	6%	9%	7%	10%	8%
Instructional Costs	90%	91%	83%	86%	65%	81%
Allowances	1%	1%	0%	0%	5%	2%
Supportive Services	1%	1%	2%	3%	2%	2%
Other	1%	1%	6%	4%	18%	7%

During 1977 the participants in the Supplemental Vocational Education Program in Texas were virtually all unemployed, whereas many in Michigan and New Jersey were either underemployed or not in the labor force. During that year, the Texas program also had a higher percentage of economically disadvantaged participants. It is interesting to note that these differences were only minimal in 1978 (see table 39). Since the response rate for the questionnaires was much lower in the latter year, it would not be accurate to conclude that the differences no longer exist.

Table 39

Participant Employment Status in Supplemental Vocational Education Program in Michigan, New Jersey, and Texas

	Michigan		New Jersey		Texas	
	1977	1978	1977	1978	1977	1978
Employed	10%	5%	2%	3%	2%	2%
Unemployed	73%	80%	76%	81%	88%	84%
Underemployed	10%	8%	14%	8%	6%	4%
Not in the Labor Force	7%	7%	8%	8%	4%	10%
Percentage of Enrollees Economically Disadvantaged	78%	87%	73%	85%	94%	90%

Finally, the cost per participant in the Supplemental Vocational Education Program was found to be significantly less in Texas than in New Jersey or Michigan (see Table 40). These costs, however, are not precise, since they do not include any indirect cost factors. Thus, they should only be used for rough comparative purposes.

Equally interesting as the differences between the three states were the large number of categories in which there were no significant differences. The areas of similarity included: the make-up and affiliation of manpower councils, most questions on cross-commentaries and cross-representation on local councils, attitudes toward coordination, methods of coordination, nonfinancial agreements, and attitudes toward areas of coordination outside Section 112. Thus, excepting those areas discussed above, the data from the test states were quite similar, supporting questionnaire reliability.

The results of the vocational education director questionnaire also indicated some dissimilarities between the three states. It should be noted, however, that the results of the questionnaire were remarkably

Table 40

Cost Per Participant in Supplemental Vocational Education Program in Michigan, New Jersey and Texas

	Michigan		New Jersey		Texas	
	1977	1978	1977	1978	1977	1978
Total Spending	$1,900,311	$2,000,983	$1,851,134	$1,901,613	$2,440,870	$2,448,862
Number of Participants	2,333	2,443	2,052	2,134	3,518	3,065
Average Cost Per Participant	$814	$822	$902	$891	$694	$79[illegible]

similar throughout the majority of the responses.

The first major difference between the states on the questionnaire was in the frequency of cross-commentary on local manpower and vocational education plans and cross-representation on local councils. In Texas, the first wave questionnaire showed that in only 35 percent of the cases did the parties comment on each other's plans or have cross-representatives on the local councils. This low percentage contrasts with the 65 percent found in Michigan and the 60 percent in New Jersey.

The first wave questionnaire results indicated that the use of formal meetings as a means of coordination was much more common in New Jersey than in Michigan or Texas. However, as the figures in Table 41 indicate, formal meetings were more frequently used in both Michigan and Texas at the time of the second wave. Again, one should be cautious when interpreting these results because of the markedly differing response rates. It does seem likely, however, that a trend toward increased formality is a likely outcome of the growing coordination between CETA and vocational education.

Table 41

Vocational Education Directors' Methods of Coordination in Michigan, New Jersey and Texas

	Michigan		New Jersey		Texas	
	1977	1978	1977	1978	1977	1978
Inter-Agency Agreement	75%	74%	65%	71%	70%	72%
Formal Meetings	55%	79%	80%	78%	52%	69%
Memos	80%	78%	78%	75%	70%	70%
Phone Calls	85%	84%	92%	89%	90%	88%
Informal Meetings	88%	82%	90%	85%	85%	83%
Individual Contacts	84%	84%	93%	89%	91%	88%

The results of the vocational education director questionnaire supported those of the prime sponsor questionnaire which stated that a greater percentage of the participants in the Supplemental Vocational Education Program in Texas were unemployed and economically disadvantaged prior to entering the program. The questionnaire also supported the findings that the cost per participant in the program was the least in Texas.

Again, it should be stressed that the differences which were noted are small in comparison to the similarities that were found in the questionnaire. Thus, it can be concluded that in a majority of the areas of concern, each state was found to be quite similar to the other two and that the combined results should be considered generalizable.

E. CONCLUSION

The information obtained through these questionnaires represents only one aspect of CETA-vocational education coordination. By combining this data with that obtained through in-depth state level interviews, a solid picture of coordination should begin to emerge. As mentioned earlier, one caution should be noted: there were some discrepancies between the responses of prime sponsors and vocational education directors. The problem was essentially one in which both groups saw themselves as the prime movers of coordination and the other group as inhibiting coordination. Thus, on the questions where opinions were called for, the responses varied somewhat. On the other hand, in those areas where numerical values were asked for, the responses were very similar. Furthermore, the similarities between the states tended to help substantiate both the problem areas and the strong points in coordination.

The data from the questionnaires shows that three important changes had occurred in the intervening year: first, the attitudes regarding coordination of those responding improved in the intervening year. Secondly, the parties involved felt that the 1976 Vocational Education Amendments did have some impact on the coordination between CETA and vocational education. Finally, the data confirm the more subjective state level interviews (Chapter 5) which also indicated that there had been some increases in coordination. Thus, the data presented here support the overall picture of improvements in coordination and moderate increases in respective relationships between CETA administrators and vocational educators.

CHAPTER FIVE

STATE LEVEL IN-DEPTH INTERVIEWS

A. INTRODUCTION TO THREE STATE IN-DEPTH INTERVIEWS

Concern had increased regarding state level employment and training program coordination. Before the passage of CETA, some of the interaction that took place between state agencies had been voluntary. CETA changed this by mandating that its State Manpower Services Council review and comment on the coordination of employment and training programs at the state and local level. This mandate, however, did not require the monitored state agencies to cooperate with the State Manpower Services Councils. This lack of reciprocity was one of the contributing factors leading to the passage of the 1976 Vocational Education Amendments, which required the State Advisory Councils for Vocational Education and the State Manpower Services Councils to exchange representatives, comment on each other's annual reports, and identify the employment and training needs of the state. The Amendments also provided the Councils with the ability to impact on the State Plans for Vocational Education by requiring the state boards of education to consider the Councils' recommendations in the State Plan and to respond to those comments not included in the plan.

What follows is a look at those agencies in Michigan, New Jersey, and Texas whose involvement in CETA-vocational education coordination at the state and local levels was affected by the 1976 Vocational Education Amendments. This chapter covers the issue of coordination as it relates to representation on policy setting councils and the impact of this representation on policy setting and program planning. Included are the perceptions of staff members concerning the extent of representation and its consequent impact on program coordination.

The data for this section were obtained by conducting personal and telephone interviews with those agencies in each state determined to be most

affected by the passage of the 1976 Vocational Education Amendments. The individuals interviewed within these agencies were selected on the basis of their knowledge of CETA and vocational education programs. The original interviews were conducted during the fall of 1977 and the follow-up interviews during the early winter of 1979.

In the state of Michigan the interviews were conducted with representatives from the Michigan Employment and Training Council, the Michigan State Advisory Council for Vocational Education, and the Michigan Department of Education. In New Jersey representatives from the New Jersey State Advisory Council for Vocational Education, the New Jersey State Manpower Services Council, and the New Jersey Department of Education, Division of Vocational Education, were interviewed. The interviews in Texas were conducted with staff of the State Manpower Services Council, the Texas Advisory Council for Technical-Vocational Education, and the Texas Education Agency.

The report for each of the states is divided into nine sections. The first section provides an introduction to each state. The second section provides background information on the organization and structure of the state councils and agencies that have played a role in CETA-vocational education coordination. Section three describes the state level employment and training coordination, and Section four examines this coordination between the state and local levels. Sections five and six examine program linkages resulting from the administration of the CETA Section 112 Supplemental Vocational Education Program. Section seven contains perceptions of state level staff concerning the impact of the 1976 Vocational Education Amendments on c-ordination. Section eight examines areas of coordination outisde Section 112; specifically, the Youth Employment and Demonstration Projects Act. The final section attempts to draw conclusions based upon the

interviews on the effects that the 1976 Vocational Education Amendments have had on increasing the level of coordination between CETA and vocational education.

B. MICHIGAN IN-DEPTH INTERVIEWS

1. Introduction

In the State of Michigan it was difficult to assess the effectiveness of any one piece of legislation on the coordination between CETA and vocataional education. This was because there had been a wide variety of federal mandates designed to increase the coordination between the two manpower delivery systems. It is fair to say, however, that the 1976 Vocational Education Amendments had effected an increase in coordinated activities between the two deliverers within the state. Thus, to evaluate the effect of the Amendments on the coordination between CETA and vocational education in Michigan, one should first examine the structural and policy changes that had been made within those agencies involved in the CETA-vocational education linkage.

2. Organization and Structure of the State Advisory Councils and the Michigan Department of Education

Michigan Employment and Training Services Council

Michigan Employment and Training Services Council (METSC) was established in May of 1974 by Michigan Executive Order No. 1977-6 in accordance with Section 107 of the Comprehensive Employment and Training Act. The Executive Order required the Council to review and comment on the employment and training plans of each prime sponsor and state agency providing such services

to monitor operations of programs administered by each prime sponsor, and to submit an annual report to the Governor.

The METSC established three committees to carry out these dutes: the Plan Review Committee, the Monitoring and Evaluation Committee, and the Annual Report Committee. The Plan Review Committee had responsibility for reviewing the plans of prime sponsors and those state agencies involved in manpower planning. This committee developed, with the assistance of the METSC staff, a guide to help identify coordination accomplishments reported in the plans of the prime sponsors and state agencies. This guide enabled the METSC to identify the weaknesses in coordination attempts among the employment and training programs within the state.

The Monitoring and Evaluation Committee was given by the METSC the responsibility of reviewing prime sponsor program performance. This Committee had been instrumental in the developments of the Manpower Services Evaluation System and the Michigan Manpower Program Profile. These systems represented an attempt by the METSC to organize manpower service data in a manner that would be most useful to Michigan's manpower program planners.

The Annual Report Committee had the responsibility of preparing the Annual Report of the METSC and for determining what other METSC reports and documents should be published.

At the outset of this study, the staff support for the METSC was provided by the Intergovernmental Coordination Division of the Bureau of Employment and Training (BET), Michigan Department of Labor. This support included written notification of meeting times, preparation of agendas, secretarial/clerical support, and professional/technical assistance.

In addition to providing staff support to the METSC, the Michigan Bureau of Employment and Training had other responsibilities. These

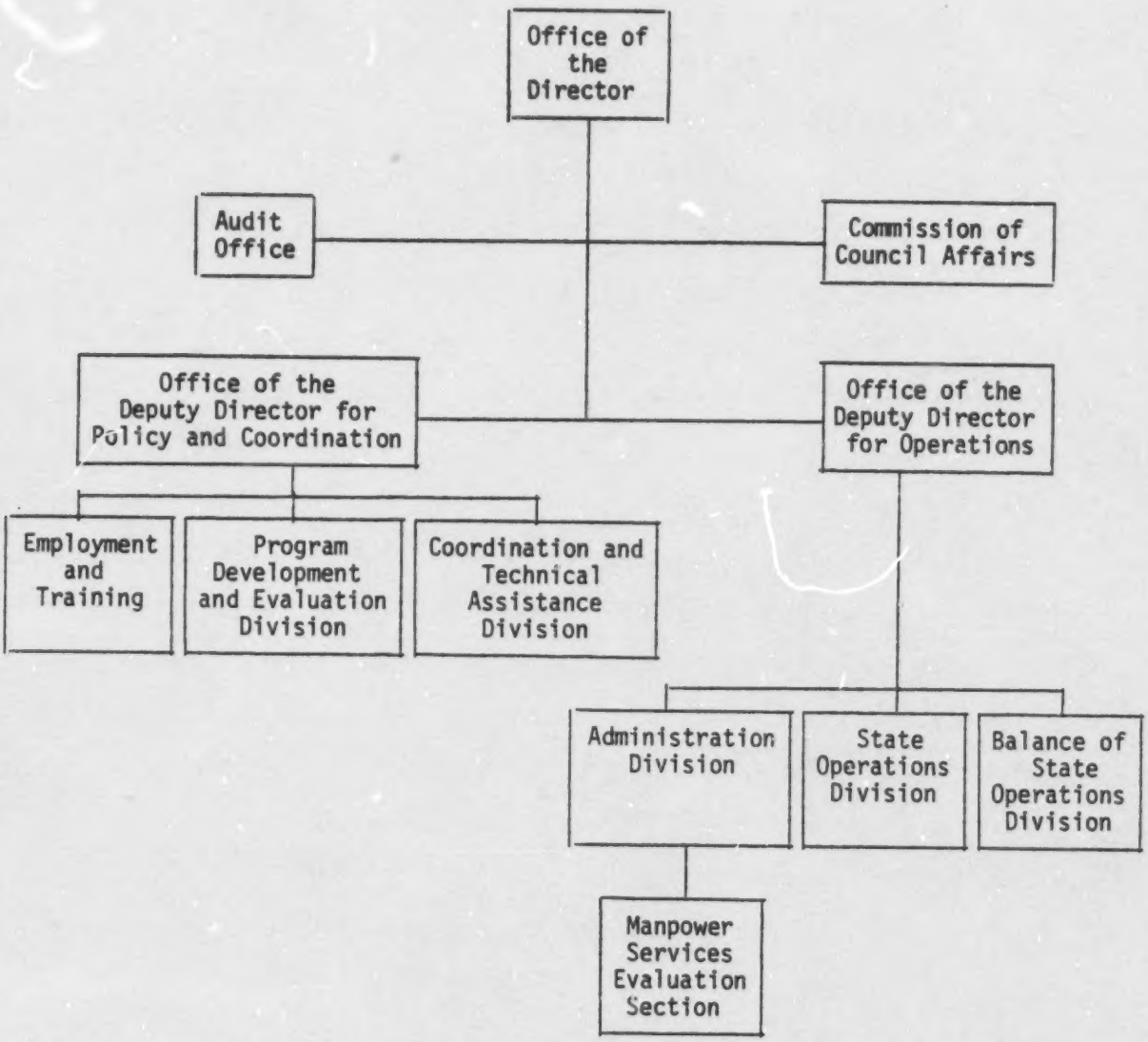
included: 1) the provision of employment and training services to the Balance of State area, 2) the writing and administering of Special Governor's Grant plans, and 3) the provision of technical assistance directed at strengthening employment and training services administered by local prime sponsors. The Director of the BET had been responsible for the overall policy and planning direction for statewide employment and training delivery systems.

At the time of this report, the METSC no longer drew its support solely from the Intergovernmental Coordination Division of the BET. The METSC dealt with four divisions of the BET for its support: the Commission of Council Affairs, the Employment Policy Division, the Coordination and Technical Assistance Division, and the Program Development Division. The Commission of Council Affairs provided direct assistance to the METSC in the form of supportive staff. The Employment Policy Division gave support in terms of such things as unemployment figures, as it was the data generation unit for the BET. The Coordination and Technical Assistance Division, which houses the new Youth Clearing House, was designed to coordinate statewide training program data. Finally, the Program Development Division offered support to the METSC, as it was responsible for the monitoring and evaluation of employment and training programs within the state.

As is shown in Figure 1, the Deputy Director for Policy and Coordination of the BET had control over the Employment Policy Division, the Program Development and Evaluation Division, and the Coordination and Technical Assistance Division. This was opposite the Commission of Council Affairs which reported directly to the Director of the BET. It was generally felt that when the Deputy Director had what she felt were more important tasks for the Division under her control, she would assign the staff there, thus

Figure 1

BUREAU OF EMPLOYMENT AND TRAINING ORGANIZATIONAL STRUCTURE


Office of the Director
Audit Office
Commission of Council Affairs
Office of the Deputy Director for Policy and Coordination
Office of the Deputy Director for Operations
Employment and Training
Program Development and Evaluation Division
Coordination and Technical Assistance Division
Administration Division
State Operations Division
Balance of State Operations Division
Manpower Services Evaluation Section

making it difficult for the METSC to obtain the needed information from these three divisions.

Since November of 1978, the METSC had been using an open public meeting format for its council meetings. Although such open public meetings were mandated by the latest revisions of CETA, it appears that Michigan was one of the first states to adopt such a format before the latest mandates went into effect. This use of an open meeting forum was seen by educators as a means for local educators to state their views and opinions regarding CETA-vocational education coordination.

Invitations to attend recent meetings had been sent to the State Advisory Council for Vocational Education (SACVE) and to the Michigan Department of Education, which indicates an increased willingness on the part of BET to meet and confer with the Department of Education.

A serious attempt had been made by the BET and the State Department of Education to schedule the meetings of the METSC and the SACVE either simultaneously or at least on the same day. It was hoped that this procedure would facilitate coordination between the two councils. Since Michigan requires that the chairperson of the METSC be a member who is not a public employee, the position was offered to a business representative of the SACVE. Thus, the appointment of this individual should lead to a greater amount of coordination between the two councils.

One can see that the METSC had begun to change from being a reactive institution to one more proactive. Instead of meeting the employment and training needs in the state as they arose, the Council had begun to identify these needs before they became pressing problems for the state. Part of the credit for this change must be given to the Vocational Education Amendments. As was stated earlier, other developments within the state have also

aided in the development of closer coordination. It should be noted that the reorganization of the BET had slowed the activities of the METSC somewhat, but once this reorganization is completed, coordination can be expected to improve.

Michigan State Advisory Council for Vocational Education

The Michigan State Advisory Council for Vocational Education (SACVE) was created in 1969 in response to requirements of the Vocational Education Act of 1963, as amended in 1968. Its purpose was to advise the State Board of Education on the development of the State Plan for Vocational Education and on the planning, implementation and evaluation of vocational education throughout the state. To perform its job effectively, the SACVE held public meetings to allow the general public to express its views on vocational education and also conducted evaluations of vocational education programs. Each year since its inception, the SACVE issued an annual report to the Governor and to the United States Department of Education. This annual report included a summary of the SACVE's activities and its recommendations on how to improve vocational education and training programs.

The members of the SACVE have been appointed by the elected State Board of Education. These appointments have been made so that the SACVE will represent the various interest groups specified by federal regulations. Nominations for representatives on SACVE came from the SACVE staff, the State Board of Education, and the Department of Education. These nominations have reflected the broad public input that can be gathered by these groups.

The SACVE's activities were supported by two professional staff members who, although considered to be state civil servants in the Department of Education, are under the direct authority of the SACVE. The position of

the SACVE in the organizational structure of the Michigan Department of Education can be seen in Figure 2.

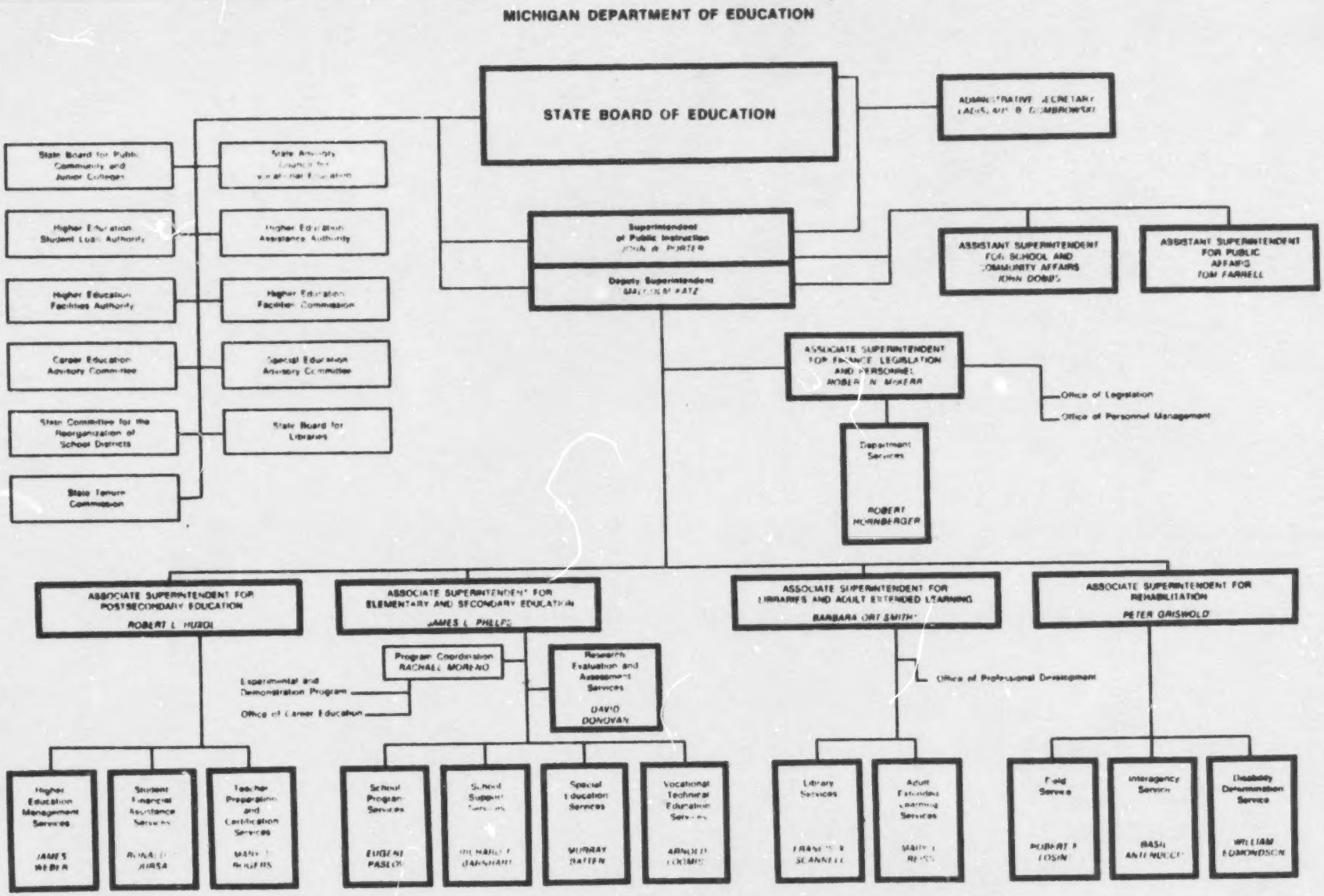
Recent activities of the SACVE included the formation of an ad hoc committee to review all publications and reports of the BET dealing with vocational education and general classroom training. The SACVE has, as mandated, commented on the annual report of the Bureau of Employment and Training. Although the SACVE reviewed the entire annual report, it restricted its comments to the recommendations made by the Bureau.

At the time of this report, the SACVE was in the process of arranging a Spring 1979 meeting which would bring together the METSC, the State's Career Education Council, the Adult Continuing Education Council, and itself, to discuss coordination problems and resources for overcoming them. Included in the discussion at the spring meeting would be those activities, goals, and objectives which were common to all of the participants. A pressing problem for all of the parties concerned had been the lack of functional methods for the identification of employment and training needs within the state. The identification of employment and training needs had been mandated as a responsibility of the SACVE, but as of this time little progress had been made in the area.

Michigan Department of Education

The Michigan Department of Education (MDE) served as the staff support to the State Board of Education, whose members are elected for eight-year terms on an at-large basis by the voters of Michigan. There are two divisions in MDE which had been directly involved with CETA-vocational education coordination: 1) Vocational-Technical Education Services, and 2) Adult and Continuing Education Services. The State Plan for Vocational Education

Figure 2



Acting
February 1979

Source: Michigan Department of Education, 1979 Telephone Directory

(State Plan), which includes input from the METSC and the SACVE, was written and administered by the Vocational-Technical Education Service under the guidance of a State Plan Review Committee. This committee consisted of those representatives whose input was mandated by the Vocational Education Act of 1963, as amended.

The Adult and Continuing Education Services Division of the MDE had been given the responsibility for the development and administration of adult basic education and the CETA Section 112 Supplemental Vocational Education Program. This Division had field representatives who offered technical assistance to those schools and prime sponsors expressing a need for help in the formation and administration of their vocational and adult education programs. In addition, it was a frequent practice for representatives from Adult and Continuing Education to aid prime sponsors in the development of CETA Title I and youth employment programs, which may or may not have involved the use of local vocational educational facilities.

There had been some confusion as to why the Adult and Continuing Education Division was given the responsibility of administering Section 112, when the Vocational-Technical Service had been responsible for Michigan's secondary and post-secondary vocational education programs. The explanation given by the MDE staff was that Adult and Continuing Education Services was the logical candidate to administer the program, as it had administered CETA's predecessor, the Manpower Development and Training Act, and because skill development funded through Section 112 was aimed primarily at adults. With the increasing emphasis in current legislation on youth, ages 16-23, rather than on adult client groups, it may prove to be more difficult to justify Adult and Continuing Education's jurisdiction over the Section 112 program.

of the officials who were interviewed on the two councils agreed that there had been plans to coordinate their activities, but that it was the pressure of the impending Amendments which gave th staffs the impetus to get together.

Cross-representation on the councils was not implemented until the Amendments took effect on October 1, 1977. At this time, the chairman of the METSC's Plan Review Committee was appointed as a representative on SACVE. It was not until late in 1977 that a member of the SACVE was appointed as a representative on the METSC. Previous to the implementation of cross-representation, the chairman of the Bureau of Employment and Training (BET), who served as labor's representative on the SACVE, also attended METSC meetings and served as an informal liaison between the two councils.

It is interesting to note that the level of coordination between these two councils had gone beyond the level that was mandated by the 1976 Amendments. A great deal of this activity has been due to the personalities involved with the councils. The cross-representatives and the directors of the councils seemed to be personally committed to maintaining the cooperative efforts between the METSC and the SACVE. This phenomena of strong personal interest in coordination activities appears to have been present at all levels where successful efforts between CETA and vocational education were found.

Figure 2

The Michigan Employment and Training Services Council and the Michigan Department of Education

The Michigan Employment and Training Services Council (METSC) and the Michigan Department of Education (MDE) had two major responsibilities that gave them an opportunity to interact. They were: 1) the development of the Annual and Long Range State Plan for Vocational Education (State Plan)

3. State Level Program Coordination

Until the 1976 Vocational Education Amendments were passed, program coordination between the state agencies, which regulate employment and training services, was not specifically required by law. Although CETA required coordination, it did not specify the structure or form that coordination was to take. This did not mean, however, that prior to the 1976 Amendments state agencies did not initiate coordination efforts or failed to see that they had common interests. State education agencies administering CETA Section 112 monies had established relationships with the state agency responsible for the CETA Governor's Grant, since the latter was the original recipient of 112 funds. Most coordination, however, took place on a voluntary level.

Having discussed some of the structural changes that had been made in the METSC, the SACVE, and the BET in Michigan, attention will now be turned to how the 1976 Vocational Education Amendments led to increased cooperation between these agencies.

The Michigan State Advisory Council for Vocational Education and the Michigan Employment and Training Services Council

The State Advisory Council for Vocational Education (SACVE) and the Michigan Employment and Training Services Council (METSC) have similar functions in that they both serve in an advisory capacity on issues concerning employment and training programs in the state. Before the passage of the 1976 Vocational Education Amendments, there was little interaction between the staff and members of the councils. Although both councils recognized the need for close ties, indeed, the SACVE established as a priority its responsibility to study CETA-vocational education programs, cooperation did not become a reality until just before the passage of the Amendments. Most

and 2) the administration of the Section 112 Supplemental Vocational Education Program. Staff for the METSC and the MDE had recognized these responsibilities but were in disagreement over whether these coordinative responsibilities were being implemented in an effective manner.

The BET, which provided staff support to the METSC, had the responsibility of supplying the MDE with the data necessary for development of the State Plan. Although the BET and the METSC had been sent the State Plan for review purposes, this was usually only done after the plan was well on its way to being approved by the State Board of Education. To comply with the 1976 Vocational Education Amendments and to increase the level of coordination, however, the MDE instituted some reforms in the development of its new State Plans.

The 1977-78 State Plan, which was the first plan to be signed off by the State Plan Review Committee, did have the signature of a representative of the METSC. The MDE had begun to listen attentively to suggestions made by the METSC with regard to the State Plan. For example, the METSC had often complained to the MDE that the State Plan was not particularly helpful to CETA prime sponsors, as it did not provide enough information relevant to the prime sponsors' geographic areas. In response to this complaint, MDE disaggregated the data for fiscal year 1978 so that the State Plan would now include a school district vocational education panel and a statewide summary plan as well.

The involvement of the MDE personnel in the development of the four percent Title I State Services Grant had been minimal. They had submitted comments of program priorities but those comments had not been specifically addressed by the METSC. There was one area, however, where the MDE had a major impact on CETA state policy, the Section 112 Supplemental Vocational

Education Program. CETA specifies that five percent of a state's Title I funds must be allocated to the state vocational education agency to provide prime sponsors with supplemental vocational education. The state department of vocational education must develop nonfinancial agreements with prime sponsors which specify the vocational needs that are to be addressed. Funds are then allocated to the local vocational education agencies to supply the services necessary to meet the agreement upon vocational needs (see Figure 3). Michigan does not have a separate state department of vocational education; consequently, the MDE had assumed the responsibility for the policy formulation and the administration of the Section 112 Supplemental Vocational Education Program. The MDE's willingness to assert authority over this program caused some underlying conflict between the MDE and the BET.

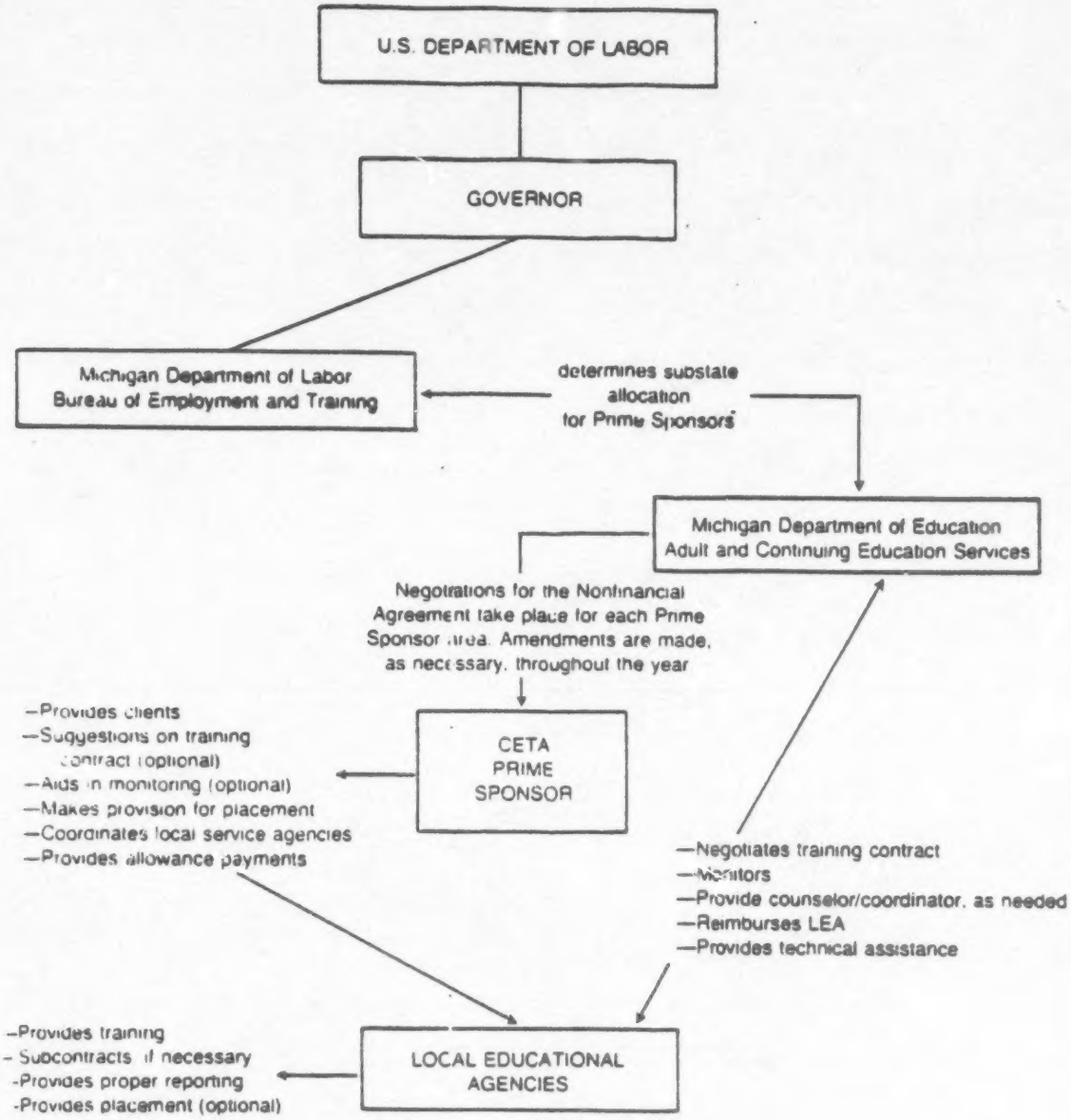
The MDE, the METSC, and staff, in recognition of the importance of state level policy and program coordination, had taken steps to facilitate increased communication and cooperation. In March of 1977, the BET appointed a staff member to serve as a liaison with the MDE. The liaison met with MDE staff to monitor the State Plan, to develop Section 112 program guidelines, and to exchange information on CETA programs being conducted by educational institutions. The liaison also assisted in the development of an agreement between the State Department of Labor and the MDE which was designed to facilitate the sharing of information and to clarify each agency's philosophy and goals.

Regardless of past difficulties, the METSC and its staff had shown concern over the issue of coordination. The BET had developed a guide to provide prime sponsors and state agencies with program information which would enable employment and training agencies to develop a more comprehensive approach to the provision of employment and training services. They also

Figure 3

VOCATIONAL EDUCATION 5% FUNDS

FUNDS AND FUNCTION FLOW CHART


U.S. DEPARTMENT OF LABOR
GOVERNOR
Michigan Department of Labor
Bureau of Employment and Training
determines substate allocation for Prime Sponsors
Michigan Department of Education
Adult and Continuing Education Services
Negotiations for the Nonfinancial Agreement take place for each Prime Sponsor area. Amendments are made, as necessary, throughout the year
CETA PRIME SPONSOR
—Provides clients
—Suggestions on training contract (optional)
—Aids in monitoring (optional)
—Makes provision for placement
—Coordinates local service agencies
—Provides allowance payments
—Negotiates training contract
—Monitors
—Provide counselor/coordinator, as needed
—Reimburses LEA
—Provides technical assistance
LOCAL EDUCATIONAL AGENCIES
-Provides training
- Subcontracts if necessary
-Provides proper reporting
-Provides placement (optional)

Source: Employment and Training Services Council, 1977 Report to the Governor, (Lansing, Michigan, 1977) p. 19.

sponsored a conference which brought together officials from prime sponsors and local education agencies, with the intent of facilitating interagency cooperation on the issue of youth employment.

The MDE had made an increasing effort toward including the METSC and its staff in the State Plan for Vocational Education (State Plan) and in the administration of Section 112 programs. The METSC Plan Review Committee received drafts of the 1978 State Plan and staff members sat on the Vocational Education State Plan Review Committee which served in an advisory capacity in the development and administration of the plan. In its Annual Program Plan on the administration of the Section 112 funds, the MDE was careful to stipulate that all programs demonstrate a mechanism for linking vocational education with basic adult education programs and with CETA employment and training programs. The Adult and Continuing Education Service division of MDE developed a plan to provide for the coordination of CETA and Basic Education Opportunity Grants. The implementation of this kind of program should allow those in need of employment and training services to enroll concurrently in general education and occupational skill training programs. The annual Program Plan also stated that written cooperative agreements be developed by the State Board of Education with all related employment and training agencies including the Michigan Department of Labor, the Michigan Employment Security Commission, and the Michigan Department of Social Services.

From the preceding discussion, it appears that the MDE and the METSC had gotten off to a slow start in program coordinating. Furthermore, a fairly accurate appraisal of the situation would be that the level of coordination between the MDE and the METSC had <u>not</u> changed in any appreciable extent since the enactment of the 1976 Vocational Education Amendments. The

METSC and its supportive staff was perceived to have more input into the vocational education Five Year Plan due to the mandates of the Vocational Education Associations; however, many of the changes that were hoped to come about never materialized. The involvement of the METSC had, in reality, been limited to reviewing and commenting on the plan in its final stages, rather than in the total development of the plan.

One problem which still needed to be overcome before better coordination could be achieved, was the lack of good output information from vocational education. The State Occupational Information Coordination Committee (SOICC), as mandated by the Vocational Education Amendments, had not been seen as the answer to the alleviation of this information gap. It was thought that the SOICC would lead to a "best deal" shopping situation and cause needless competition between private and public vocational education agencies. (In Michigan the members of the SOICC had been designated and some of the "machinery" was in place. However, as of November 1978, three of its members were leaving their positions in their specific agencies, which left major information gaps on the Council.) The MDE was in favor of putting together some sort of statewide data base. This base would contain both what is currently being done and what is planned to be done in terms of training programs. This data base would enable any institution to know the statewide capabilities of a particular training program before such a program was instituted.

The State Advisory Board for Vocational Education and the Michigan Department of Education

As an advisory board on the development and administration of vocational education in the State of Michigan, the State Advisory Council for Vocational Education (SACVE) had attempted to work closely with the Michigan Department

of Education (MDE) on issues concerning vocational education. The SACVE had a State Plan committee, which functioned to impact on the development of the State Plan for Vocational Education. There was always at least one SACVE representative sitting on the State Vocational Education Plan Review Committee, and according to SACVE staff, this representative's input had been increasing over time. As part of its Annual Report, the SACVE makes recommendations on the improvement of vocational education in Michigan to the State Board of Education. These recommendations are then circulated down through MDE staff members, whereupon responses to the comments are formulated and passed to the State Board of Education for approval. The 1978 Michigan State Plan for Vocational Education included the SACVE recommendations and the State Board of Education's responses to these recommendations. The inclusion of the SACVE recommendations in the State Plan had, however, been in practice before the passage of the 1976 Vocational Education Amendments.

Another issue over which the SACVE had been in disagreement with the State Board of Education was the assignment of Section 112 programs to the MDE's division of Adult and Continuing Education Services. When CETA was first passed, the SACVE suggested it be recognized as the advisory body charged with the responsibility of overseeing the Section 112 programs. The State Board of Education did not agree with the suggestion, arguing that Section 112 was under the rightful jurisdiction of the director of Adult and Continuing Education Services, since this division had the experience of administering the Manpower Development and Training Act, which was also concerned with adult vocational and continuing education programs. The SACVE then made the suggestion that Section 112 be placed under the jurisdiction of the Vocational-Technical Education Services division of the

MDE to facilitate CETA-vocational education coordination. This suggestion was also rejected by the State Board of Education.

It is not unlikely that this debate will continue between the SACVE and the Board of Education, as increasing emphasis is placed on youth employment and training programs.

Since the passage of the Vocational Education Amendments the primary area of effort in increasing the coordination between the SACVE and vocational education had centered around increasing the role that the SACVE had in the formation of the State Plan for Vocational Education. The SACVE committee dealing with the State Plan had been relatively weak. In the past the director and chairman of the SACVE had been the only individuals to take an active part in reviewing and commenting on the plan. They made their input by applying direct pressure on those in the MDE who were responsible for formulating the plan. Thus, as we have seen before, it was primarily the strength of the personalities involved, which fostered the growth of coordination. Increased efforts are needed to obtain input from the entire SACVE and to make the MDE more responsive to the inputs of the SACVE.

4. State-Local Level Coordination

The relationship between state and local level employment and training and education agencies had been shaped by the fact that although state level agencies set policy and offer technical assistance, local level agencies must provide the direct services to program participants. Prime sponsors and vocational education institutions had exercised local discretion over a large proportion of the funds they received, making it difficult for state agencies to enforce state level policies.

One way to solve this problem was to include input from local level agencies before state policy was made final so that there was some concensus on the policy issues addressed. The State Board of Education conducted local public hearings throughout the state which allowed local vocational educators and representatives from the public to have input in the State Vocational Education Plan. The proposed State Plan was also sent to community college deans, professional associations, and more recently to state advisory councils to obtain comments on the concepts contained in the proposed plan.

Input was also requested by the MDE on policy issues concerning Section 112 programming. Local vocational education institutions impacted on Section 112 programs either by going through the education representative of the manpower planning council or by going directly to the division of Adult and Continuing Services. Prime sponsors were able to have a direct influence on Section 112 programs by developing the nonfinancial agreement jointly with the division of Adult and Continuing Education. The importance of the nonfiancial agreement is that it gives the parties involved a chance to come to a mutually beneficial agreement on the types of services to be provided through the Section 112 program.

In its role as an advisory council on the State Vocational Education program, the SACVE had been required by law to hold public hearings which would allow the general public to express views on vocational, occupational, and career education. In keeping with the law, the SACVE held an average of four public hearings a year. The SACVE used these hearings to administer a survey assessing the public's view of vocational education in Michigan. The SACVE received feedback on the opinions of local level vocational educators by maintaining contact with representatives of the Career Education

Planning District, a regional district which may include several local school districts. One of the benefits of this structure was that it allowed policy makers, such as the SACVE, to obtain information on local vocational education programs without meeting with an unmanageable number of local representatives.

The METSC, which had seven members who represented prime sponsors, had been mandated to review and comment on each prime sponsor's Title I plan before it was approved for funding by the federal government. This enabled the Council to offer prime sponsors feedback on the strengths and weaknesses of their plans and provided a mechanism whereby CETA employment and training plans could be collected on a state-wide level. Since the U. S. Department of Labor also reviews prime sponsor plans before they are approved for funding, the METSC decided to concentrate on local program coordination. In this area, the METSC developed a guide to documented coordination on the provision of employment and training services at the state and local level. Using this guide, the prime sponsors' annual program plans are evaluated on intra-governmental coordination and utilization of available services and facilities.

The METSC served as the main link between prime sponsors and the BET. As a rule, the BET did not give prime sponsors technical assistance in the development or administration of their annual plan, as there were U. S. Department of Labor representatives who had been assigned this responsibility. The BET did, however, give prime sponsors technical assistance on the kinds of information needed to prepare the Michigan Employment and Training Services Council's Annual Report to the Governor. There were also occasions when the BET held conferences for prime sponsors within the State. These conferences covered such issues as the use of labor market information and

methods for coordinating programs with local and state level agencies.

Even with these attempts at improving coordination, it was generally agreed that, at the state and local levels, the coordination between CETA and vocational education had not matured in the past years. Those persons who were in charge of CETA and vocational education activities at the state level were of the opinion that they had been hearing prime sponsors raise the same problems and concerns that they did the year before. Some of the prime sponsors that were interviewed continued to have strong reservations about vocational education, as they felt that the vocational education agencies had been very uncooperative in assisting them in the development of training programs. On the other hand, these institutions expressed concern that prime sponsors were not sympathetic to such institutional differences as program start-up time, planning time, and philosophical and organizational goals and objectives.

5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)

The Supplemental Vocational Education Program (Section 112) of CETA mandates that five percent of a state's total Title I funds be set aside to supply vocational education services in areas served by prime sponsors. The Section 112 grant is allocated to the Governor who must then provide vocational education services through state departments of education. CETA requires that the Michigan Department of Education negotiate a nonfinancial agreement with each prime sponsor. The nonfinancial agreement must specify the types of vocational education services needed in the area served by the prime sponsor. The MDE then reimburses local education agencies and community colleges for the delivery of negotiated services (See Figure 3).

In Michigan, the BET is the original recipient of the Section 112 grant, which is then immediately transferred to the Adult and Continuing Education Services of the MDE. As the original recipient of Section 112 funds, the BET is required by law to apply for the Section 112 grant. However, the MDE is responsible for writing a comprehensive program narrative that must also be submitted to the federal government. In order to complete their grants, the two agencies must exchange information on the amount of Section 112 funds that will be allocated to each prime sponsor and the number of nonfinancial agreements that are completed by the due date of the grant application.

The establishment of policy and the development of the Annual Program and Administrative Guidelines for the Section 112 program are the responsibilities of the MDE. These documents are then sent to the METSC and its staff for comments and recommendations. The authority to make a final determination on Section 112 policy and programs appeared to lie with the MDE. The MDE's domination over Section 112 policy and program guidelines distressed those prime sponsors and BET staff members who disagreed with the MDE's policies on employment and training, which excluded the use of Section 112 funds for allowance payments and similar supportive services.

The METSC and the BET were able to impact on Section 112 programs through their assessment of the programs on a quarterly basis. The MDE, which conducted its own analysis of the program, sent the BET information on the amount of funds being expended, the utilization of these funds, the number of participants being served, and the program's results. Most of the analysis done by BET was based on the implementation of the nonfinancial agreements in terms of planned versus actual expenditure and planned versus actual performance. The results of the BET's program analysis led to some

change in MDE policy. In fiscal year 1977, BET reported that eight prime sponsors underexpended their vocational education funds. As a result of this analysis, the MDE started a policy whereby underexpended funds would be reallocated to areas where needed.

Ninety-two percent of the Supplemental Vocational Education funds were distributed to prime sponsor areas based on the percentage of the state's total Title I allocations. The remaining eight percent were set aside for administrative costs. The MDE received the bulk of these funds for the administrative staff support, with the balance going to BET for grant related administrative costs.

In developing Section 112 programs with prime sponsors, the MDE gave preference to occupational training projects with an education and work experience component because it believed that this type of program leads to direct employment in the private sector. In an effort to provide a prime sponsor area with a program that met local needs, the MDE and prime sponsors conducted a needs analysis survey which examined the funds available, the number of clients to be served, the demand for occupations within the area and the impact of a proposed plan on minority groups. This information was then used to develop a program which would lead to unsubsidized employment. The programs funded were of two types: class-sized programs, which enrolled a minimum of fifteen people for training in a specific occupation, and individual referral programs, which utilized existing training programs in community colleges and private schools. Whenever possible, programs were developed in a manner which allowed Section 112 enrollees to take part in education activities that were funded by Basic Education Opportunity Grants.

In Michigan, as in many states, the issue of whether training allowances should be paid with Section 112 Supplemental Vocational Education funds had

become controversial. The MDE was unwilling to utilize Section 112 funds to pay for training allowances directly contributing to occupational skill development. The scarcity of information, coupled with the small amount of Section 112 funds available to meet the increased need for occupational training, had led to the belief that the payment of allowances would result in an inefficient use of funds.

The refusal to pay allowances was met with some resistance by prime sponsors and BET staff who felt that Section 112 programs should be flexible enough to pay for allowances, child care and transportation, all of which were allowable under the current federal regulations. These people argued that, although Section 112 programs involved a relatively small amount of funds, they should have been able to receive Section 112 funds to pay for supportive services. In an attempt to come to some kind of agreement over the issue of supportive services such as allowances, the MDE had been conducting an investigation in hopes of reaching an equitable solution.

The development of the nonfinancial agreement between the MDE and the prime sponsor is a fundamental part of the Supplemental Vocational Education Program, since it is used to outline the specific services that were to be supplied and the manner in which these services were to be coordinated with a prime sponsor's Title I employment and training activities. The agreement contains a statement of community needs, the impact of the services being provided to meet these needs, and a cost-benefit analysis, which specifies the expected results.

6. Analysis of Supplemental Vocational Education Program (Section 112 of CETA)

State officials were in substantial agreement on the issue of whether the Section 112 Supplemental Vocational Education Program had promoted

coordination between employment and training agencies and vocational education institutions. They believed that if nothing else, Section 112 programs caused prime sponsors and vocational educators to notice each other and encouraged the exchange of information on various kinds of employment and training programs being offered in the local geographic area. It was felt, however, that Section 112 did not significantly impact program coordination because the relatively small amount of funds involved was not enough incentive to affect the decision making process of local officials.

The availability of Section 112 funds had not changed the way prime sponsors and vocational educators planned and developed training programs. Most of the services provided through Section 112 funds were extensions of the standard vocational education programs that were provided under the Manpower Development and Training Act. Occasionally, unique programs had been developed by prime sponsors to fulfill specific needs, but more often than not, prime sponsors and vocational educators preferred programs that were already in place. Different program orientations and planning schedules hindered the ability of prime sponsors and vocational educators to agree on the types of programs to be offered under Section 112. Prime sponsors had complained that they had experienced difficulty in setting programs at educational institutions because the education system was structured in a manner that failed to give schools funding credit for students involved in short, intensive programs. This made schools reluctant to negotiate flexible programs which provided intensive training to CETA enrollees. Educators argued that they must operate on a fiscal year basis for financial reasons, and that until recently, when the start of the federal fiscal year was changed from July to October, the school needs assessment process did not meet with that of the prime sponsor's. The discrepancies in

the funding cycles had meant that information on programs had to be reported before actual training began, making it appear as though vocational education institutions were unable to spend the funds that had been allocated.

In most cases the development of Title I programs had not been coordinated with the negotiations of the nonfinancial agreements, largely because prime sponsors had been more concerned with the greater amount of funding at stake in Title I programs. Section 112 programs, which had funds equal to five percent of those in Title I programs, received prime sponsor attention only after the federally established deadlines for Title I programs had been met. State level officials felt that the regional U. S. Department of Labor office aggravated the situation by accepting the Title I plan without considering the Supplemental Vocational Education component. These same officials believed this planning problem could be remedied if the federal government made Title I funding contingent upon the simultaneous preparation of the Title I plan and the Section 112 nonfinancial agreement.

All the officials who were interviewed agreed that Section 112 legislation should be changed; however, they did not agree on the direction of these changes. One suggestion, made most often by the BET staff, was that Section 112 be replaced by a clearly written legislative mandate which delineated the relationship between prime sponsors and vocational education institutions and required that the educational system be the recipient of a specified proportion of Title I funds. Under this type of legislation, the prime sponsor would contract for vocational education services directly with local vocational education institutions, with the requirement that the education community sign off the prime sponsor's grant application before it was accepted for funding by the federal government. The MDE staff preferred that the Section 112 program be expanded and that the MDE be given the

authority to withhold funds from prime sponsors unwilling to get together with local educators. The staff would have not, however, been opposed to the elimination of Section 112 if a better mechanism for coordination was instituted.

The most frequently suggested method to improve coordination was one which would give the governor and state agencies more authority over the coordination of CETA programs. This was based on the idea that once the state is given the "muscle" to force coordination, prime sponsors would take this need seriously. Proponents of increasing state level authority over employment and training coordination recognized that, unlike the state, local level agencies were able to tailor their approach to solve problems unique to the area. They felt, however, that state level formulation of policy and planning and state level technical assistance would not preclude local level agencies from being responsible for program development and administration.

7. The 1976 Vocational Educatior Amendments

With the enactment of the 1976 Vocational Education Amendments, state and local officials were hopeful that the Amendments would have a positive effect on CETA-vocational education coordination. It was felt that, if taken seriously, council cross-representation and cross-commentaries on the annual reports would promote a free exchange of information with a resultant reduction in service duplication. Some officials suggested that the cross-representation would be more effective than the commentaries because it would allow each side to exchange ideas and work together on employment and training policy, rather than to simply comment on policy already formulated and in place. It was often pointed out that although

the Amendments encouraged state level advisory bodies to remove barriers to coordination, they failed to provide coordination incentives to local level policy makers and administrators, where program coordination could have the greatest beneficial impact.

The perceptions of the success of the Amendments in affecting CETA-vocational education coordination activities had been favorable. State and local officials felt that the Amendments might have affected local level planning and coordination by leading toward an increased input by local CETA operators and educators at state level council meetings and increased cooperation and activities at the local council level. It is apparent that the growing volume of federal legislation in both labor and education made educators and prime sponsors aware of each other. This awareness and coordination between the two would have probably occurred without the legislation, according to most individuals in the field; however, it would have taken much longer.

The Amendments spurred coordination at the state level between vocational education and CETA in certain ways. A variety of activities, including the use of METSC public meeting, occurred in Michigan earlier than the deadlines mandated by federal legislation. The use of cross-representatives on the SACVE and the METSC was felt to be a contributing factor toward state level coordination. As was stated earlier, these representatives were in place before the mandates took effect. The Amendments were a contributing factor, however, to the speed at which cross-representation took place. State officials stated that though the Vocational Education Amendments were not the entire reason for these activities, they were important in presenting the philosophies and concerns of the Congress in the area of CETA-vocational education coordination.

8. Youth Employment and Demonstration Projects Act of 1977

Prior to its enactment, there was some disagreement as to whether the Youth Employment Demonstration Projects Act (YEDPA) would promote coordination. Staff members from the MDE predicted that the Act would lead to an improvement of coordination because it would force representatives of prime sponsors and local education agencies to meet together and discuss issues on the employment and training services to youth. It was felt that the Act involved the funds necessary to motivate the two groups to aggressively promote their respective interests. The BET staff were a bit more skeptical about YEDPA and were upset by its contradiction with CETA's original legislative intent, which gave prime sponsors the authority to determine the mix of employment and training services. The staff also expressed concern over the willingness of local education agencies to take part in the Title III Program. It was pointed out that in the Balance of State Area, many local education agencies did not take an active part in Title III plans due to a lack of awareness about the program and a preference to maintain the status quo. It was thought, however, that as the Youth Act became established, local education agencies would become more active in Title III programs.

Since YEDPA for the most part had effected coordination efforts at the local level, secondary educational institutions and prime sponsors were asked for their perceptions on YEDPA as a linkage mechanism. Prime sponsor areas exhibiting positive coordination efforts were selected to include a diverse geographic and demographic sample. Included were urban and rural areas; metropolitan, suburban and county consortium prime sponsors; and areas of high unemployment, low unemployment and high target group populations. These target groups included Native Americans, Chicanos, and Blacks. Areas within the upper and lower peninsulas of Michigan were also studied to

determine whether regional differences impacted on CETA-vocational education coordination.

On the average, successful coordination efforts were found where there existed a strong and positive working relationship between the prime sponsor and the local education agency (LEA). The LEA tended to be very strong and generally received adequate funds from Education. Therefore, a balance of power usually existed in which neither side was dependent on the other. In some instances, however, prime sponsors were forced to deal with LEA's since the presence of private agencies capable of adequate vocational training was limited. Similarly, in one area of extremely high unemployment, which tended to increase the availability of funds for the prime sponsor, LEA's were fully cognizant of the financial power held by the prime sponsor. Nevertheless, both the LEA's and prime sponsors realized the independence of each other.

Another contributing factor influencing these prime sponsors was the interest expressed in CETA-vocational education linkages by county commissioners sitting on the Consortium Boards.

A particularly good example of planned coordination existed in a small metropolitan prime sponsor area located next to a large urban area. Because of the large number of LEA's seeking YEDPA funding, the local Board of Education set up a youth program coordination unit acting as a liaison between the area prime sponsors and the LEA's. This type of unit tended to streamline channels necessary for data collection, funding information, and paperwork. It also allowed equal access to the prime sponsor for all LEA's without straining the limited staff time of the prime sponsor. Though the prime sponsor had questioned the high cost of salaries involved in maintaining this unit, it still expressed a positive attitude toward

the activities and success of the program.

Probably the single most notable factor contributing to the successful linkage between prime sponsors and LEA's was the ability of an LEA to enter into an open-entry, open-exit training program approach. There had been an increasing number of private as well as public vocational education schools entering into agreements with prime sponsors. It had been found that public K-12 institutions were engaging in coordinative activities with prime sponsors when the needs of the prime sponsors coincided with the programs being offered with K-12 schools. It should be noted that in practically every instance, coordination at the local level with educational institutions involved the incorporation of short-term funded programs from a prime sponsor and the use of an open-entry, open-exit program setup. Thus, it appeared that the incorporation of short-term funding and open-entry, open-exit programs were two important criteria for local level program coordination. In almost every instance these programs had either been developed and were functioning within the educational institution, or they were technically feasible due to existing classroom space, teachers and equipment. LEA's working closely with prime sponsors in program planning stated that they had run into trouble with these activities through improper screening of participants and impractical or data curriculum content. For the most part, however, these LEA's were very knowledgeable in their area's labor market needs, had excellent placement programs, and consequently were very efficient at offering training programs desired by the prime sponsor.

9. Conclusion

In Michigan, state level employment and training agencies appeared to

be taking initiative in the area of coordination, partly in response to federal laws mandating coordinative activities. The METSC and the SACVE made little attempt to implement the requirements of the 1976 Vocational Education Amendments until shortly before they went into effect on October 1, 1977. Failure to coordinate prior to this date can probably be attributed to a lack of momentum, rather than an unwillingness to get together. Those who were interviewed stated that the Amendments gave the councils a welcome impetus to take coordinative action.

Until the development of Michigan's 1978 Annual and Long Range Plan for Vocational Education, the METSC and the SACVE had only nominal impact on the State Plan. Although staff from the MDE stated that input had been solicited from the councils, the plans themselves and the information provided by council staff contradict this assertion. It does appear that the councils' input had been taken seriously, as evidence by the appointment of council representatives on the State Plan Review Committee and the inclusion of council recommendations in the 1978 State Plan.

At first glance it appeared as though decisions on Section 112 Supplemental Vocational Education policy formulation and program administration were made jointly by the MDE and the BET. Further investigation indicated that the MDE exercised its legal right to make the final Section 112 decisions. This had caused some resentment among BET staff members who felt that the MDE was too inflexible on the issue of allowable services to be provided under Section 112 programs. This issue, along with the failure of both agencies to exchange anything more than the required information necessary to the 112 program, had led to a somewhat strained relationship. Recognizing that the relationship between the two agencies had potential for improvement, a movement was made toward the establishment of liaisons

responsible for improving information exchange and for promoting a better understanding of each agency's philosophy and goals. Staff from both agencies looked forward to an improved coordinative relationship.

Although Section 112 had provided a forum which allowed prime sponsors to become familiar with local vocational education programs, the difficulties involved in negotiating the nonfinancial agreement and in completing the required paperwork were perceived as cancelling any benefits the program might have engendered. The prevalent feeling was that local level coordination might be implemented more effectively if states were given a larger role in establishing employment and training policy. There were complaints over CETA's failure to clarify the relationship between state agencies and over the lack of authority given to state governments to force coordination at the local level. Representatives from the MDE and the BET thought it would be beneficial to allow prime sponsors to negotiate directly with local educators for employment and training services, as long as this was accompanied by a mandate which increased the State's authority to block funding on prime sponsor plans that failed to show established mechanisms in the area of local coordination. This suggestion of course came from state officials, who had the most to gain should it have been implemented.

Until recently, coordination of employment and training and vocational education policy did not have much success. It appears, however, that the enactment of the 1976 Vocational Education Amendments, along with a voluntary recognition of the importance of cooperation, had contributed to the promotion of coordination between those state agencies directly affected by the amendments. The METSC and the SACVE welcomed the opportunity to work together on overlapping areas of concern. The MDE, having stated that

it was taking the amendments seriously, were in the process of increasing the input of the advisory councils and the public on the Annual and Long Range State Plan for Vocational Education. It was apparent that the state agencies described in this report were taking action in coordination and that this had some impact on state policy development.

C. NEW JERSEY IN-DEPTH INTERVIEWS

1. Introduction

The results of the in-depth interviews in New Jersey proved to be especially interesting in light of an inter-agency agreement which had further defined the roles of the State Manpower Services Council and the Division of Vocational Education with regard to the Supplemental Vocational Education Program. In addition, the increased number of joint meetings between the State Manpower Services Council and the State Advisory Council for Vocational Education had resulted in increased coordination. The utilization of joint meetings between these two Councils is important, as it is a practice which could be easily adopted by other states.

2. The Structure and Organization of the State Advisory Councils and the New Jersey Department of Education

The State Manpower Services Council

The State Manpower Services Council (SMSC) was established in New Jersey in compliance with the mandates of Section 107 (b) of the Comprehensive Employment and Training Act of 1973 (CETA). The Council had functioned since early 1974 when it was established by the Governors Executive Order No. 5. The Governor of New Jersey appointed the State's Commissioner

of Labor and Industry as chairperson of the Council. In order to select members for the SMSC, the SMSC staff obtained input from the public and developed a list of possible appointees. The Governor then selected candidates from this list for 21 positions on the council. Members appointed to the council were required by both federal and state law to represent certain segments of the population: CETA prime sponsors, representatives from labor, vocational education personnel, industry, the client community, and the general public.

The staff of the New Jersey SMSC is a special division of the Department of Labor and Industry under the Assistant Commissioner for Human Resources. The Employment Service is also under the jurisdiction of the Assistant Commissioner for Human Resources. The staff is directly responsible to the council and has been generally recognized as outside the Labor and Industry heirarchy. But since the chairman of the SMSC was the Commissioner of the Department of Labor and Industry, the connections with the "regular" department had remained quite strong. The New Jersey SMSC staff had been given fairly wide discretion in dealing with vocational education personnel on both Section 112 funding and CETA programming. They had also been active in interacting with prime sponsors and providing technical assistance for vocational education programs funded under the Section 112 Supplemental Vocational Education Program. The staff had developed inter-agency agreements with various education divisions, as well as a joint policy statement of Labor and Industry and Education outlining the guidelines for the planning and administration of the Section 112 funds.

The SMSC staff had been trying to develop a working relationship with state and local vocational education personnel. For instance, the staff had field representatives that had been meeting with prime sponsors, local

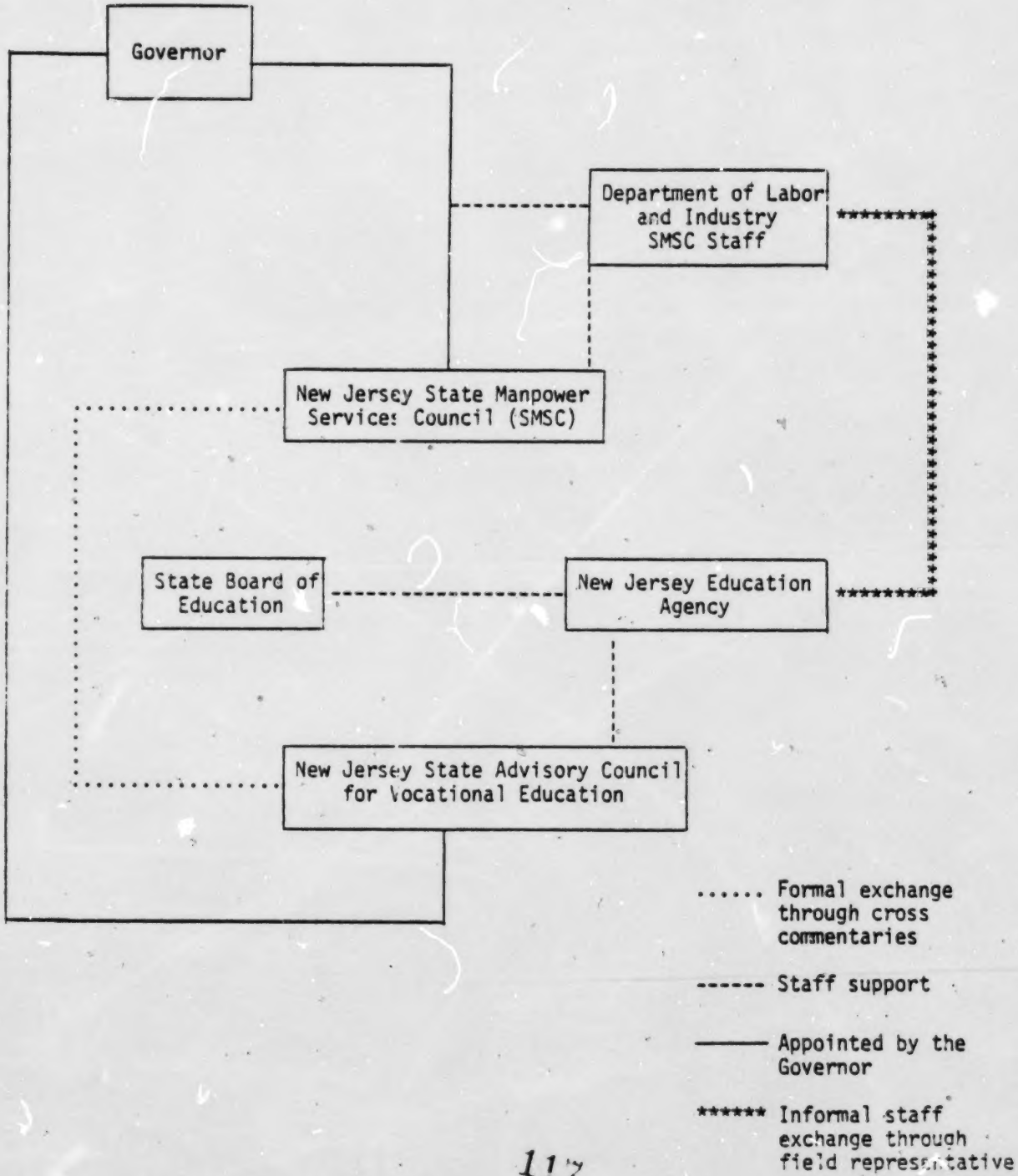
vocational education personnel, and field representatives from the vocational education section responsible for administering Section 112 funds. In an attempt to increase the pace of coordination between CETA and vocational education, the staff used informal contacts, and formal cross-correspondence and membership on the State Advisory Council for Vocational Education (SACVE) from SMSC. The staff also developed position papers on various employment and training needs, including vocational education programs and Section 112 funding. Figure 4 shows the basic structure of CETA and vocational education institutions at the state level.

While the staff had begun to develop strong connections with state education staff, its input to both state and local level education policy makers had not been very strong. Field representatives from the SMSC had much better success communicating with the local staff of vocational education institutions than had the state and local level policy makers. One real problem area for these local field representatives had been the proliferation of local level education councils. The United States Department of Health, Education and Welfare study on education councils in New Jersey had estimated their total number at close to 10,000. This large number of local education councils made local education policy difficult to plot for field representatives. The efforts of finding the most important local councils, however, could be extremely useful in developing programs of use to prime sponsors. Despite these areas of difficulty, the SMSC staff members felt they were progressing well with vocational education coordination. They expressed the feeling that, compared with the previous two years, the last two years had seen vast improvement in coordination.

The CETA legislation required that the SMSC "review employment and training plans of prime sponsors and state agencies, to monitor these plans

Figure 4

NEW JERSEY


Governor
Department of Labor and Industry SMSC Staff
New Jersey State Manpower Services Council (SMSC)
State Board of Education
New Jersey Education Agency
New Jersey State Advisory Council for Vocational Education
..... Formal exchange through cross commentaries
------ Staff support
——— Appointed by the Governor
****** Informal staff exchange through field representative

and make recommendations toward their improvement, and to make an annual report to the Governor, which summarizes the status of CETA programs within the state." In order to accomplish these required duties, the SMSC in New Jersey established six standing committees to deal with various aspects of employment and training. Among these committees was a standing committee for vocational education. There were others which dealt with such areas as plan review, program monitoring, and inter-agency coordination. It had been through the committee for vocational education that the SMSC made its major policy decisions regarding the planning and implementation of vocational education within the State.

The SMSC Plan and Review Committee had little involvement with the evaluation of CETA Title I programs, as the federal review of such programs had been thorough. As a result, where the SMSC had been involved in the review of Title I plans, it primarily focused upon attempts to fully utilize and coordinate the efforts of the various state manpower agencies.

The monitoring of CETA programs consumed a substantial portion of the time of the SMSC staff. Attempts had been made by the Monitoring Committee to avoid the duplication of monitoring efforts made by other federal or state agencies and the council had also avoided any replication of the internal monitoring being performed by the agencies themselves. Thus, the primary focus of the SMSC's Monitoring Committee had been for the purposes of: discerning statewide problems and trends, examining ways in which the professional standard of the program could be elevated, and analyzing the relationships between CETA and state agencies.

The approach that the New Jersey SMSC followed with its program monitoring had been to examine each program component one by one, to determine how well it was functioning, how it related to other components within the

system, and how the program components had been linked with related services in the community. The functional ability of a program component had been determined by means of interviews with the Manpower director, the operating agency, and the host agency, along with a review of case records. This procedure had been followed by participant and employer questionnaires, which enabled the Program Monitoring Committee to determine how well a program had been related to other agencies.

Another function of the SMSC was to effect better coordination. This function had been difficult to define since coordination activities had come out of plan review, program monitoring, and general and specific technical assistance efforts. The efforts the New Jersey SMSC had made to foster joint planning between CETA prime sponsors and the Employment Service, between prime sponsors and Title XX planners, and the relationships between CETA and vocational education, are examples of coordinated planning which may ultimately lead to a complete integration of manpower delivery systems.

Since the passage of the Vocational Education Amendments of 1976 the level of coordination between the New Jersey SMSC and the various state agencies had improved. These improvements had taken the form of tangible products (reports, planning documents, and studies on the improvement of coordinative efforts), as well as the more intangible perceptions of those personnel and officials involved in CETA and vocational education programs. For example, the SMSC staff had recently distributed a questionnaire which enabled them to more clearly ascertain the role of CETA prime sponsors in the Supplemental Vocational Education Program (Section 112). This survey proved to be extremely useful in the determination of how to better assist prime sponsors in vocational education coordination and how to best develop

the SMSC role in the coordinative process.

The New Jersey State Advisory Council for Vocational Education

The Vocational Education Act as enacted in 1963 and amended in 1968 provided for grants to states for maintaining, improving and developing programs of vocational education. This act called for designation of a single state board or agency to administer the funds and establishment of an independent State Advisory Board on Vocational Education (SACVE). The New Jersey Advisory Council on Vocational Education was the single body with statewide advisory responsibility for vocational education. The 1976 Vocational Education Amendments have expanded the responsibilities of the SACVE in several areas.

The SACVE in New Jersey is appointed by the Governor. He or she accepts recommendations from several sources, but the most influential source seemed to be the State Board of Education. Once the council was chosen, it was the first responsibility of the membership to elect a chairperson. The SACVE was staffed by two persons, an executive director and a secretary. While they were civil servants in the Department of Education, they were responsible only to the Council. The one major problem with a small professional staff was that the Council often had to rely on outside sources for its research and data.

The SACVE had been charged with several responsibilities. It was to advise the State Board on the development of the State Plan for Vocational Education and Occupational Education (State Plan). This included the preparation of both long-range and yearly program plans. Furthermore, the council must advise the State Board of policy matters arising from the administration of the State Plans and on the availability of vocational, occupational,

technical, and career education programs to persons needing such education. The council had also been required to hold public meetings and hearings through which the general public could express views concerning vocational, occupational and career education. The council had also been required to make formal annual evaluations on vocational education, and not surprisingly, most of the emphasis was on the activities of the Division of Vocational Education. In these evaluations, the Section 112 agreements were closely examined to ascertain their effectiveness in providing vocational training.

The Division of Vocational Education

The New Jersey Department of Education was divided into several "service" areas, one of which was the Division of Vocational Education. This Division had authority for both secondary and post-secondary vocational education in the State. In addition, this Division had been charged with administering the Section 112 program. Within the Division of Vocational Education the CETA Coordination Unit was directly responsible for the administration of the Supplemental Vocational Education program.

Structurally, the supervisor of the 112 program made direct input to the Assistant Commissioner for Vocational Education. As the delegated representative to the SMSC, the Assistant Commissioner transmitted the input of the division to SMSC members. The Assistant Commissioner communicated regularly with SACVE members and attended their meetings as a Department of Education representative. Thus, any formal input to the policy making officials was transmitted through the Assistant Commissioner. The Division was regularly informed of policy issues through staff information sessions with the Assistant Commissioner. On the other hand, the Assistant Commissioner felt that he obtained information from the staffers which helped

him develop positions. Furthermore, supervisory personnel often attended council meetings and made presentations of Section 112 activities. The supervisors felt that the informal inputs the staff received were important as well.

On the local level, the 112 staff had field representatives who worked with local vocational education institutions, prime sponsor staff, and SMSC field representatives to insure the smooth flow of 112 funds to the local level. These field representatives were in close contact with prime sponsors in the development of nonfinancial agreements, especially in determining the vocational needs of each area. The supervisors for vocational education felt their staff could serve the specific needs of each area and still have an overall state policy. The field representatives also coordinated CETA-vocational education activities outside Section 112 in many prime sponsor districts.

3. State Level Coordination

Until the 1976 Vocational Education Amendments were passed, program coordination between the state agencies which regulated employment and training services was not specifically required by law. Although CETA required coordination, it did not specify the structure or form that coordination was to take. This did not mean that prior to the 1976 Amendments state agencies did not attempt to initiate coordination efforts. On the contrary, there was a recognition on the part of several state agencies that they had common interests. State education agencies administering CETA Section 112 monies had established relationships with the state agency responsible for the CETA Governor's Grant, since the latter was the original recipient of 112 funds. Most coordination, however, took place on a voluntary level.

State Advisory Council for Vocational Education and State Manpower Services Council Coordination

The first serious consideration of cross-commentary and cross-representation between the State Advisory Council for Vocational Education (SACVE) and the State Manpower Services Council (SMSC) pre-dated the 1976 Vocational Education Amendments. In 1975, when the Amendments were still in the planning stage, SACVE members began attending meetings with SMSC members, as an ad hoc committee was formed within the SMSC. Similarly, members of both the SACVE and the SMSC discussed ways to implement cross-representation on the councils. The cross-commentary plans had continued, and the councils held several joint sessions in 1976 and 1977.

Since 1975, the SACVE and the SMSC held joint planning sessions for input on both education and CETA plans. These meetings helped the two councils to iron out differences early and to present a more solidified opposition to anti-coordination forces within the state. SACVE and SMSC members also attempted to develop occupational needs studies, but ran into problems with conflicting data sources. Such studies never progressed much in either council, because they lacked supporting data upon which everyone could agree.

The SACVE played a major role in pushing for coordination of employment and training services in New Jersey. Since the relationship between the SACVE and the SMSC had been fairly strong, the SACVE received support for its efforts, but found the involvement of state education personnel difficult to obtain. Difficulties between the secondary and post-secondary personnel added to the problem.

In 1975, the SACVE developed an evaluation report of the cooperative activity in the delivery of vocational education services. In June of that

year, a conference was held among those groups involved in manpower to develop methods of coordination. Included at the conference were prime sponsor representatives, local educators, Department of Education and Department of Labor and Industry personnel, and SMSC and SACVE members. Unfortunately, these groups could not agree on much of anything.

The Vocational Education Amendments had sparked an even greater interest in coordination. A task force was organized to review the coordination of employment and training services, and to recommend appropriate actions to the Governor. The task force included input from all the groups involved in CETA-vocational education coordination. The members of the SACVE and the SMSC pushed for the assignment of these recommendations to one group for implementation. Thus, it was apparent that cooperative efforts in New Jersey between the SACVE and the SMSC predated the passage of the Vocational Education Amendments in 1976. These earlier cooperative efforts were able to set precedent for later efforts.

Perhaps one of the more important aspects of the coordination between CETA and vocational education which occurred since the amendments' passage had been the continuing efforts of both the SACVE and the SMSC to hold joint meetings on the planning process for the Annual and Long Range State Plans for Vocational Education and for CETA plans. The recognition of the SMSC's strong commitment to coordination with the SACVE was shown in the SMSC's recent Preliminary Report . . . on Three Aspects of Vocational Education Coordination in the State of New Jersey. This report, which was prepared for the SMSC by the Technical Assistance and Training Corporation, stated:

> The SMSC, as an advisory body to the Governor, acts as a forum for identification and development of recommendations for resolution of manpower related issues within the State. Its role as a coordination mechanism is a combination of advisory functions and actual administration for the Governor, of the Governor's

discretionary CETA funds. In New Jersey, the role of the SMSC with regard to coordination has been basically that of a facilitator.

The report also discussed several examples of SMSC and SACVE coordination, including:

- Reciprocal representation on the SMSC and the SACVE and membership on the 107 Committee for participation in the vocational education planning process.
- Participation with the Department of Health, Education, and Welfare in development of a reference guide to New Jersey's manpower-related advisory councils and an analysis of inter-council coordination (with the assistance of TATC).
- Allocation of portions of the Governor's discretionary CETA funds to support coordination projects between CETA prime sponsors and related programs, although there had reportedly been little interest in use of these funds in coordination purposes.
- Co-sponsorship with the SACVE of the 1975 New Jersey Manpower Development Conference.

The SMSC and the SACVE continued to exchange cross-representatives between themselves. Furthermore, the two councils held joint meetings and planning sessions to develop a methodology for identification of the state's employment and training needs. For this purpose, a grant was awarded to the State Occupational Information Coordinating Committee (SOICC), with money from the special four percent CETA appropriation for SMSC discretionary projects. Thus, the two groups continued to develop coordinative efforts in a number of areas.

<u>The State Advisory Council for Vocational Education, the State Manpower Services Council, and the New Jersey Vocational Education Division</u>

The major coordination effort involving the State Advisory Council for Vocational Education (SACVE), the State Manpower Services Council (SMSC), and the Division of Vocational Education had been through the Annual Long-Range Plans for Vocational Education and the state CETA plans. Prior to the Vocational Education Amendments, the SACVE and the Division of Vocational

Education received only minimal input from the SMSC. Furthermore, the SMSC had received only marginal input from vocational education prior to 1975. Since the passage of the Amendments, coordination on the State Plans had involved all three groups more extensively each year. The coordination between the SMSC and the SACVE had probably been the strongest. SMSC members had been trying to solicit greater input from both the State Board of Education and the State Education Agency staff in order to get a broader picture of vocational education interests. Conversely, SMSC members found that their main input to vocational education plans had been through the SACVE.

The staff of the unit administering 112 funds received informal input from SMSC staff concerning policy decisions and day-to-day administration. SMSC staff worked closely with the staff from the 112 unit in order to assess participant characteristics and to insure that the statistics kept by both offices were compatible. Both staffs also met on several occasions to review their positions on guidelines developed by the Commissioners of Education and Labor and Industry.

The SACVE had interacted formally with the Department of Education in the development of the Annual and Long Range Plans for Vocational Education. Representatives from the SACVE had been required to attend meetings on the development and evaluation of the Plans. The SACVE also had informal channels for interaction with Department of Education personnel. This occurred through individual contacts by members of the SACVE, since over half of the membership was composed of professional educators, most of whom had contacts with personnel in the Department of Education heirarchy. Contact was also maintained through inter-agency agreements developed by the SACVE staff with other personnel involved in vocational education. This

included agreements with SMSC staff from the Department of Labor and Industry, and those agencies providing data gathering and other services such as the Employment Service.

Most Department of Education personnel viewed the SACVE as an advisory board to be utilized only when needed for citizen input, whereas most SACVE members emphasized the evaluation component of their respective roles. The official statement from the Department of Education on coordination had been one of cooperation and assistance: "Vocational educators are committed to the task of preparing individuals for a world of employment. Whether programs are part of the regular educational system, encompassing career exploration and development for secondary students or short-term retraining of adults leading to immediate employment, vocational educators are pledged to make available their expertise and resources."

Since the passage of the Vocational Education Amendments in 1976, the major areas of coordination between the SMSC, the SACVE, and the Division of Vocational Education of the New Jersey Department of Education had remained during the development of Annual and Long Range Plans for Vocational Education and during the development of the Supplemental Vocational Education plans. In the development of the 112 plans, it had been primarily the SMSC, not the SACVE, that sought to increase the level of coordination. Furthermore, the SMSC and the field representative from the Division of Vocational Education had been increasing the level of coordination in their activities in an attempt to keep their programs functioning as efficiently as possible.

However, the level of coordination in the planning process did not seem to have increased during the past years. This point should not be overlooked given the large emphasis that was placed on planning coordination in the

1976 Vocational Education Amendment and in the latest revisions of the CETA legislation. The planning process, however, had been seriously impacted by a change in the top level staff of the Division of Vocational Education. Despite efforts by administrators to develop systems which operated effectively on their own, it was virtually impossible to avoid the influence of personalities on the process. The former Assistant Commissioner of the Division of Vocational Education had a strong positive influence in motivating the process of coordination of CETA and vocational education activities in New Jersey. With his departure, coordinative planning had not improved much in the past year and may have actually deteriorated somewhat. This was clearly reflected in the comments of the SMSC on the Annual and Long Range Plan for Vocational Education:

> The SMSC's continuing concern with the Annual Plan as drafted is that it remains essentially a compliance document rather than one which reflects a comprehensive system of state and local planning nor one of broadly-based inter-agency planning. This concern was expressed in our letter dated May 13, 1977, which conveyed the SMSC's response to the FY-77 Vocational Education Plan, and it appears that the situation has not changed substantially since last year.
>
> The continuing chaotic, disjointed systems of unilateral "planning" methodologies which are now in place in our education/manpower/human service delivery activities have reached an intolerable level. The fact that planning is reduced to completing a set of documents to satisfy a federal funding requirement is unfortunate and all of us engaged in the practice need to join forces in every way possible to bring about corrective actions.

It was hoped that as the new personalities became more accustomed to each other over the next few months the level of coordination would improve.

4. State-Local Level Coordination

Most of the input from the local level was received through the SMSC standing subcommittee on vocational education activities. The staff had

felt that the most active participation from the prime sponsors came from those areas with representation on the SMSC. This seemed logical since their knowledge of the SMSC's subcommittee for vocational education had been more extensive than other prime sponsors. In fact, SMSC staff members felt that local input into state policy was generally weak, where prime sponsors had no representatives on SMSC. This seemed to indicate that the staff perceptions of local level needs had been severely limited by the input they received. There were, however, field representatives who gave SMSC staff members a general idea of local needs. The SMSC staff had developed a survey of local prime sponsor councils to assess methods of operation and general structure. The New Jersey laws did not sufficiently define the structure of the prime sponsor council, leaving those decisions to federal regulations on CETA. As a consequence, staff members found wide discrepancies in the make-up and size of local prime sponsors' councils. Many councils were developed to initate the structure and composition of the SMSC, while others followed the make-up of alternative interest groups.

Local coordinators pointed out the need for local solutions to solve the unique problems of each area. Furthermore, they mentioned that the recent Youth Amendments to CETA might force these local groups to interact even more. They had felt the proper role of the state would be to oversee local operations and provide a broader operative framework of policy guidelines for local prime sponsors. Unfortunately, in some areas of the state this policy might not work since local prime sponsors and education representatives could not agree on any issue, and cooperative committee structures had been non-existent. SMSC staff members felt that the majority of local prime sponsors had been interacting well with vocational education personnel. They felt, however, that pressure had been mounting to develop coordinative

committee structures and activities in areas with poor coordination.

The Division of Vocational Education had been involved in local planning for both prime sponsors and local vocational education institutions through technical assistance from its system of local field representatives. Local field representatives assisted prime sponsors in assessing vocational needs of their area and also helped institutions develop plans for serving those needs. In addition, the Division had informal input into the development of some local plans.

To summarize the coordination process, the strength of coordinative activities in planning on the state level had recently shown increases. The structure of the system, including field representatives, had the potential for strong coordination from state to local personnel, as well. Despite apparent successes, problem areas still remained. The strength of coordinative planning between the Division of Vocational Education and the SMSC had not been very strong, and while the SACVE had begun to develop stronger ties with the SMSC, the relationship of the SACVE to the State Board of Education had been somewhat strained. Also, coordination in planning between prime sponsors and the SMSC had some problem areas, but in most areas it had developed good working relationships.

Since the passage of the 1976 Vocational Education Amendments, coordination between state and local levels had generally improved. This improvement was partially the result of improved monitoring procedures developed by the SMSC and the Division of Vocational Education field representatives. The strengthened on-site monitoring provisions, combined with tightened regulations for spending, assisted in creating more cost-effective programs. Furthermore, efforts such as the SMSC program to discover prime sponsor involvement in Section 112 programs had been part of an ongoing effort to

improve coordination between state and local levels. One concern voiced by prime sponsors (through the SMSC) centered on membership requirements for County Career Coordinating Council's which did not require, but suggested, prime sponsor representation. In general, coordination between the state and local levels had been one of positive change.

It is interesting to note, however, that, when the revisions of CETA specially focused on the disadvantaged were considered, it was felt that the needs of CETA and vocational education clientele might come to be at odds with each other.

While this would not reduce the need for coordination, it might diminish some of the philosophical differences which already existed between local CETA administrators and vocational educators. At the same time, a financial crunch which had hit local school districts was forcing vocational educators to coordinate efforts to avoid duplication of services. This resulted in a closer relationship between local vocational educators and prime sponsors. Thus, while coordination between state and local levels was becoming stronger, serious challenges were faced at the local level between prime sponsors and local vocational educators.

5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)

Section 112 of CETA mandated that five percent of a state's entitlement under Title I go directly to the state vocational education policy making unit. While other Title I funds go directly to the prime sponsor, Section 112 requires prime sponsors to make nonfinancial agreements with the state education agency covering the types of vocational education services needed in the area. The state then pays local education agencies and community colleges to provide services through Section 112 funds.

When Section 112 monies came into New Jersey they had been passed from the Governor to his designee, the Commissioner of the Department of Labor and Industry. Each prime sponsor was then allotted five percent of its Title I allocation, minus twenty percent of the gross for administration, plus money for prison training through the Garden State School District. The Department of Labor and Industry, together with the Division of Vocational Education staff, developed criteria which generally outlined the development of nonfinancial agreements between prime sponsors and the Division of Vocational Education staff.

The state's criteria had not been very specific and was somewhat repetitive of the federal regulations for Section 112. Program participants had been able to receive occupational training in those institutions which were approved by the Department of Education. The payment of allowances had been allowed only under special circumstances. It should be noted that preference was for multi-source funding; that is, prime sponsor agreements which drew their funds from CETA Titles I, II, and VI.

Once the criteria had been established, the Division of Vocational Education was charged with the responsibility of developing the nonfinancial agreement with each prime sponsor. The Division experienced some difficulties with this because of the different planning cycles for local prime sponsors and local institutions. Local field representatives had been assigned to specific regions in an attempt to alleviate the problems arising from different planning cycles, although some had continued to occur. The main problem stemmed from the fact that the planning cycle at local vocational education institutions usually was based on the academic year, whereas the funding periods for prime sponsors had been on an annual basis.

From the perspective of the SMSC, there had been three opportunities

for involvement in Section 112 programs. The first opportunity arose when the funds were disbursed to the Commissioner of the Department of Labor and Industry. At that time, the SMSC was able to participate with representatives from vocational education in the development of guidelines for funding uses. Second, the SMSC gave technical assistance to prime sponsors in both planning and implementation of Section 112. The SMSC also assisted prime sponsors in developing plans for utilization of funds derived from other Sections and Titles of CETA. Third, the SMSC staff reviewed programs at both the local and state levels financed by Section 112 funds.

While contacting prime sponsors to offer assistance with vocational services, SMSC staff utilized its field representative system. SMSC staff felt that, despite the planning cycle problems, it still was able to offer solid technical assistance to prime sponsors with Section 112 programs. As previously mentioned, the staff of the SMSC had been actively involved in the development of local needs analysis. In addition, the staff of the SMSC assisted prime sponsors in most phases of the development of plans for Section 112, thus the staff felt that it had been able to give accurate assistance in the development of Section 112 plans.

The involvement of the SMSC had not been limited to plan development for Section 112 programs, as the SMSC was often called upon to assist in the actual implementation of the programs. SMSC staff members consulted on the interpretation of Section 112 regulations in such areas as eligibility of programs for funding, types of training allowed, and eligibility of institutions for training in vocational education services.

The SMSC had a final opportunity to impact on Section 112 activities through its Quarterly and Annual Reviews of the activities of CETA prime

sponsors. The staff of the SMSC felt that this had assisted both itself and prime sponsors in making the determination of future policy.

6. Analysis of Section 112

It was difficult to be conclusive on Section 112 programs involving state-level manpower staff since this staff had only limited control over the planning process and had virtually no involvement in day-to-day program administration. The staff of the SMSC felt that SMSC programs had heightened mutual program awareness between CETA and vocational education personnel. In some areas there had been strong coordinative activities; however, staff members felt this to have been as much a factor of the strength of local planning councils and a commitment by CETA officials to vocational education in that area as it was the presence of such a favorable section as 112.

SMSC staff felt that Section 112 had little effect on the way planning had been done by the various groups. Some staff members felt the dollar amounts were too small in the relative budgets to greatly change operations or planning processes. They felt that although some local vocational education institutions might have devoted some time to hunting down CETA dollars, Title I was as much, or more a goal than was Section 112. They also felt that unless some sort of major dollar source was involved, parties would not be induced to change their planning process significantly. Similarly, SMSC staff felt that Section 112 had not had a major impact on coordination. Again, staff members cited the minor financial incentives and the large amount of required paperwork as the primary reasons. They were pleased that Section 112 had placed the concept of coordination in these peoples' minds, anticipated that, as the emphasis on coordination was pushed, more serious comprehensive efforts would occur.

In looking at methods for improving Section 112, SMSC staff members emphasized that there may be better ways of using what limited funds had been made available to increase coordination. They called attention to the need for enforcement of coordination, through such mechanisms as reallocation of prime sponsors' 112 funds for poor performance, and evaluation of how successful local efforts on Section 112 were in all prime sponsor areas. Besides these evaluation and enforcement tools, they have favored a stronger role for the state in coordinative activities and to this end are concerned about the nonfinancial agreement, as it eliminated state-wide planning for Section 112. They preferred instead to develop a series of broad parameters, more specific and lengthy than current guidelines, which would more effectively direct the use of funds. They had been quick to point out that many prime sponsor areas were doing well and that some small problem areas had been their main source of concern.

Since the passage of the 1976 Vocational Education Amendments, the Section 112 program in New Jersey had undergone a few minor changes. The changes generally reflected efforts the SMSC and the Division of Vocational Education field representatives had made to tighten on-site monitoring and enforce regulations. It was hoped that these changes would cut down on waste and create a more effective program.

In addition, 20,000 dollars had been withheld from the Section 112 program to help improve coordinative efforts. With the new CETA legislation, additional funds had been appropriated for the program. No less than 85 percent of the available funds were to be used for program and services, and the remainder could be used only for five primary purposes:

- To coordinate programs under CETA with vocational education programs

- To coordinate utilization of funds under CETA and the Vocational Education Act to enhance economic growth and development in the State

- To develop linkages between vocational education, education and training programs under this Act and private sector employers

- To provide technical assistance to vocational education institutions and local education agencies for making cooperative arrangements with prime sponsors

- To provide information, materials, and technical assistance in curriculum and staff development to CETA prime sponsors.

(From Preliminary Report . . . on these Aspects of Vocational Education in the State of New Jersey)

The Section 112 program had thus undergone minor changes, including additional funds to improve coordination.

7. The 1976 Vocational Education Amendments

As was previously noted, there had been cross-commentary and cross-representation on the State Advisory Council for Vocational Education (SACVE) and the State Manpower Services Council (SMSC) in New Jersey for over two years. These efforts were viewed as being very successful by the SACVE. The Division of Vocational Education had felt that informal coordination was sufficient and felt somewhat hampered by the additional requirement of meetings and joint planning sessions. While both the SACVE and the Division acknowledged the need for local level councils, they felt that the proliferation of such councils caused an accountability problem.

The creation of the State Occupational Information Coordinating Committee (SOICC) was viewed favorably by both the Division and the SACVE. Constant arguments over data sources had always presented difficulties in occupational needs studies. Both groups hoped to come to some agreement on the magnitude of the problem before they offered any possible solutions.

The SOICC had already been established with representatives from both the Department of Education and the SACVE, and all concerned seemed relieved to have an authoritative data source.

The SMSC was also quite pleased about the creation of the SOICC, as it appeared to be a strong influence for coordination in New Jersey. The general SMSC position on the Annual Plan, however, differed somewhat. It may be worthwhile to look now at the comments of Fred Raddlmann (member of the SMSC, cross-representative to the SACVE, and Director of Morris County CETA) to the Commissioner of Education on New Jersey's Annual Plan for Occupational Education. The following comments are excerpts from a May 13, 1977, statement:

> . . . we are concerned about the lack of attention in the plan to a linkage with the CETA programs. There are already in existence a broad spectrum of relationships between the two systems throughout the state and the potential for new, better, and stronger relationships ought to be part of our efforts in the coming years. We are aware that not all CETA prime sponsors were responsive to the request for information regarding their existing programs; however, this does not alter the point that very inadequate attention was given to the <u>need</u> for the establishment of effective working agreements and the sharing of resources, nor any attention given to the real issues to be dealt with.

During the past year the activities carried out by the SOICC fell into two areas. First, the SOICC provided assistance to state agencies in identifying existing data sources relevant to their planning needs. The Division of Vocational Education, in particular, used the SOICC for this purpose. Based on an outline of required information prepared by the Division, the Director of the SOICC had been able to determine what information was available and its source. An arrangement had been made for transmitting the data from the specific source to the Division of Vocational Education for its use. The SOICC had also interacted with the Division and the vocational planning process through its membership on the 107 Committee.

The second area in which the SOICC had been involved was a project of the New Jersey 1202 Commission. This was undertaken to develop a methodology for collecting consistent and comprehensive information regarding post-secondary vocational education. The project also attempted to encourage cooperation between state and local agencies.

Since the passage of the Vocational Education Amendments, the level of coordination between the SACVE and the SMSC appeared to have increased. Both councils had begun to address their mutual concerns and had gained a clearer understanding of their mutual problem areas.

One area where the Amendments did not appear to have had much success was in increasing cooperation in planning between the SMSC and the SACVE. Apparently, the various vocational education and CETA systems had not been able to move significantly beyond "acknowledging each other's existence." Thus, they had not developed a joint planning process.

8. Areas of Coordination Outside Section 112

The SMSC had been attempting to develop accurate measures of the percent of CETA money outside Section 112 spent in vocational education activities. In some prime sponsor areas, such as Morris County, as much as 35 percent of Title I monies went into vocational education activities, if allowances for participants were also included. The state-wide average was "guesstimated" to be at least 15 percent less. The vast majority of these funds had been for post-secondary activity, as a high percentage of the programs had been located at community colleges and New Jersey's Area Vocational Training Centers. A large proportion of Title I monies had also gone into the Garden State School District for vocational training of prison inmates, primarily at the Neward facility. According to prime sponsor

personnel in Morris County, the amount of Title I funds that were given to programs in a particular institution were a sign of reward or trust in the program by prime sponsors. They felt that once a prime sponsor was able to find a good program, it would continue to develop it with funds from sources other than Section 112. The view of SMSC staff had been that those institutions actively seeking and obtaining funds for 112 programs would be the same institutions with the staff and ability to get Title I monies. Unfortunately, neither state nor local officials had any solid data to support their ideas. In assessing the admixture of 112 programs and Title I funds, the best phrase to use would be "undifferentiated, with exceptions." That is, in most areas programs had been developed with both funds, often with one contract to the Division of Vocational Education.

The 1978 Amendments to CETA required that an additional one percent of all Title II funds (previously Title I under the original Act) be allocated to states in order to encourage coordinated activities and establish linkages between prime sponsors and appropriate education agencies; that is, institutions providing training programs approved by the Secretary of the Department of Labor. Services to eligible participants delivered jointly by employment and training agencies and appropriate educational agencies and institutions were also funded by this allocation.

In addition to these funds the Youth Employment and Demonstration Project Amendment (YEDPA) to CETA provided additional incentives for coordination as local education agencies were guaranteed monies under the Act. According to New Jersey officials, these monies motivated vocational educators to coordinate more closely, since the opportunity for receiving funds was significantly greater than under Section 112. The problem of joint planning, however, was still faced, as the SMSC comments on the Annual

Plan for Vocational Education indicated:

> To add one other dimension to this plea for multilateral planning, we wish to note that the new challenges to be faced by CETA agencies and local education agencies under the Youth Employment and Demonstration Projects Act can best be met in a milieu of cooperation and mutual support. It seems that this possibility is diminished when planning is clearly unilateral and when opportunities for structuring and facilitating real inter-agency dialogue are thwarted. And, it also seems that this process and many others such as the now emerging multi-agency State Occupational Information Coordinating Committee have the best chances of success in the context of some wider system of inter-agency, inter-disciplinary planning, coordination and cooperation.

It did appear, however, that these monies had been sufficient to further stimulate the process of coordination, even though joint planning had not yet become a reality.

9. Conclusion

In summary, the officials in New Jersey appeared to be of the opinion that the 1976 Vocational Education Amendments had some impact on coordination, since the level of coordination between CETA and vocational education activities had improved over the past year. First, processes had been developed for more efficient monitoring of projects. Second, field representatives of the SACVE and the SMSC had begun to work more closely together. Third, a new inter-agency agreement had further defined the roles of the SMSC and the Division of Vocational Education in the Section 112 program. Fourth, the SMSC and the SACVE appeared to have developed stronger communications as a result of an increase in joint meetings and council cross-representation.

It would be naive, however, to conclude that these increased coordination efforts were solely attributable to the Vocational Education Amendments. CETA legislation had changed markedly during this same time period,

especially with the addition of YEDPA. Nearly all of these recent changes stressed increasing coordination. Thus, some of the improvements experienced might, in part, have been due to the changes in CETA.

One major problem that neither the 1976 Vocational Education Amendments nor the recent changes in CETA had been able to overcome were the difficulties that persisted due to disjointed planning processes. It appeared that only legislative intervention or perhaps a larger financial incentive, such as the withholding of funds, would be significant enough to create a serious joint planning effort. The achievement of a joint planning effort could be seen as the final step for a truly coordinated system. Thus, better planning coordination should serve as a solid objective for future efforts.

C. TEXAS IN-DEPTH INTERVIEWS

1. Introduction

During the time this study was conducted in Texas, the state was troubled by some political problems involving CETA. These problems confounded attempts to measure the effects of the Vocational Education Amendments. The results from the Texas interviews, however, did provide an interesting case study, since coordination between CETA and vocational education programs had been underway prior to the enactment of the Amendments.

2. Organization and Structure of State Advisory Councils and the Texas Education Agency

State Manpower Services Council

The Texas State Manpower Services Council (SMSC), established in May of 1974, set the state's policy related to CETA programs; members were

appointed by the Governor. The CETA legislation had specified certain activities for all SMSC's. These activities included the review of employment and training plans of prime sponsors and state agencies, the monitoring of employment and training plans of prime sponsors and the making of recommendations for their improvement, and the development of an annual report to the Governor which summarizes the status of CETA programs with the state. Figure 5 indicates how the SMSC fits into the CETA structure and funding flow in Texas.

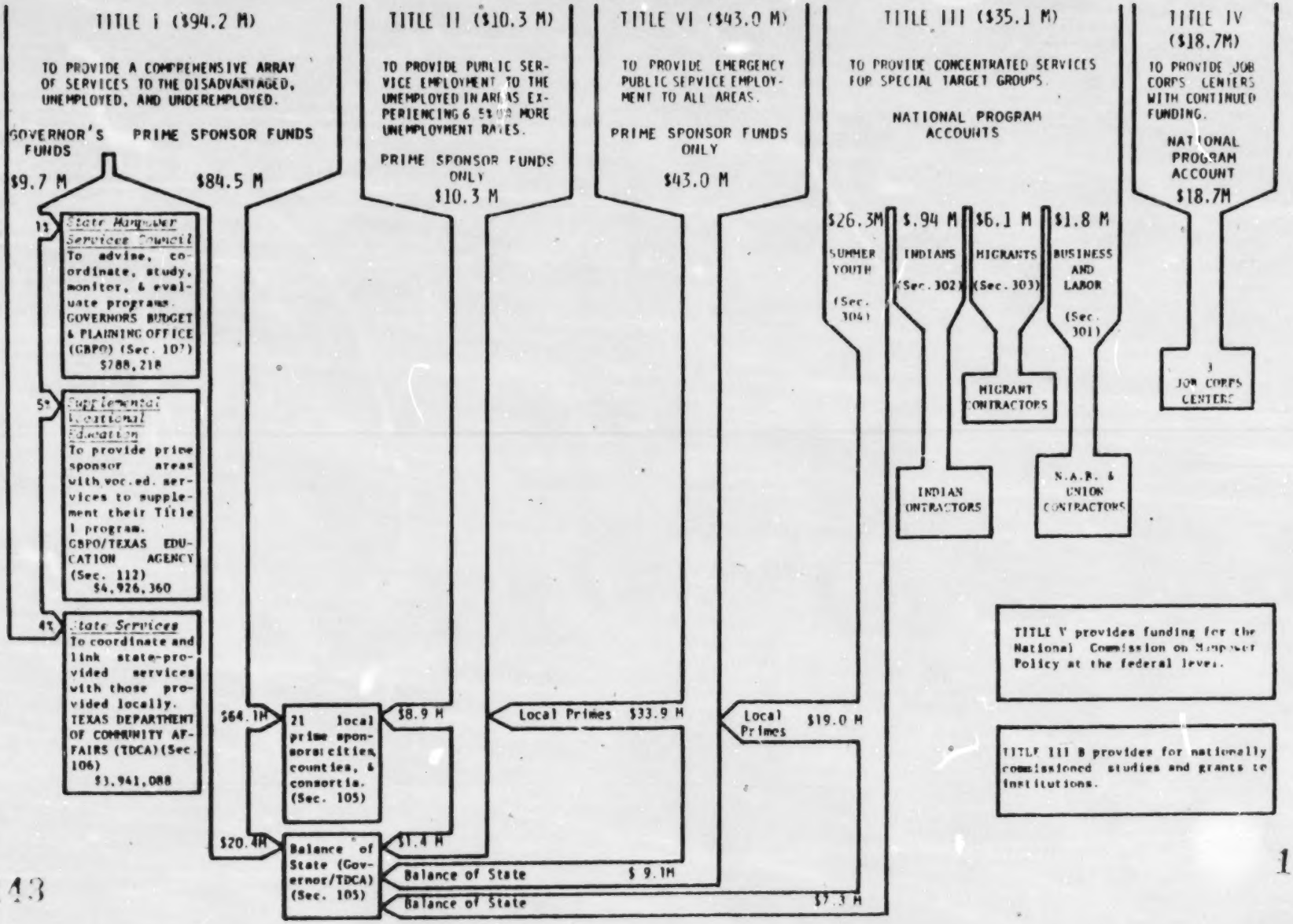
In order to accomplish its mandated activities, the Texas SMSC had been divided into three committees: the Plans and Coordination Committee, the Review Committee, and the Special Projects Committee. Each of these committees focused on selected areas of the state employment and training service delivery system.

The Plans and Coordination Committee had several responsibilities: the review of the state services plan and state agency activities, the development of policy for the Supplemental Vocational Education Program (Section 112), the review of prime sponsors' plans and the monitoring of program coordination at the state level. This committee played an important role in the implementation of Section 112, as it determined the allocation of 112 funds, the activities allowable under the funds, and the grievance procedure to be used when the proper use of the 112 funds could not be agreed upon.

The Review Committee had also been instrumental in the implementation of Section 112. It monitored Section 112 programs and developed operational policies by issuing the format for the program and for the nonfinancial agreements. This committee had also been responsible for reviewing its prime sponsor members' plans and for the monitoring of state services grants.

Figure 5

CETA Funding Flow and Structure in Texas
FY 1976: $201.3 Million


TITLE I ($94.2 M)
TO PROVIDE A COMPREHENSIVE ARRAY OF SERVICES TO THE DISADVANTAGED, UNEMPLOYED, AND UNDEREMPLOYED.
GOVERNOR'S FUNDS
PRIME SPONSOR FUNDS
$9.7 M
$84.5 M
State Manpower Services Council
To advise, coordinate, study, monitor, & evaluate programs. GOVERNORS BUDGET & PLANNING OFFICE (GBPO) (Sec. 107)
$788,218
Supplemental Vocational Education
To provide prime sponsor areas with voc.ed. services to supplement their Title I program. GBPO/TEXAS EDUCATION AGENCY (Sec. 112)
$4,926,360
State Services
To coordinate and link state-provided services with those provided locally. TEXAS DEPARTMENT OF COMMUNITY AFFAIRS (TDCA)(Sec. 106)
$3,941,088
$64.1M
21 local prime sponsor cities, counties, & consortia. (Sec. 105)
$8.9 M
$20.4M
Balance of State (Governor/TDCA) (Sec. 105)
$1.4 M
TITLE II ($10.3 M)
TO PROVIDE PUBLIC SERVICE EMPLOYMENT TO THE UNEMPLOYED IN AREAS EXPERIENCING 6.5% OR MORE UNEMPLOYMENT RATES.
PRIME SPONSOR FUNDS ONLY
$10.3 M
TITLE VI ($43.0 M)
TO PROVIDE EMERGENCY PUBLIC SERVICE EMPLOYMENT TO ALL AREAS.
PRIME SPONSOR FUNDS ONLY
$43.0 M
Local Primes $33.9 M
Balance of State $ 9.1M
Local Primes $19.0 M
Balance of State $7.3 M
TITLE III ($35.1 M)
TO PROVIDE CONCENTRATED SERVICES FOR SPECIAL TARGET GROUPS.
NATIONAL PROGRAM ACCOUNTS
$26.3M
SUMMER YOUTH (Sec. 304)
$.94 M
INDIANS (Sec. 302)
$6.1 M
MIGRANTS (Sec. 303)
$1.8 M
BUSINESS AND LABOR (Sec. 301)
INDIAN CONTRACTORS
MIGRANT CONTRACTORS
N.A.B. & UNION CONTRACTORS
TITLE IV ($18.7M)
TO PROVIDE JOB CORPS CENTERS WITH CONTINUED FUNDING.
NATIONAL PROGRAM ACCOUNT
$18.7M
3 JOB CORPS CENTERS
TITLE V provides funding for the National Commission on Manpower Policy at the federal level.
TITLE III B provides for nationally commissioned studies and grants to institutions.

Source: Annual Manpower Report to the Governor, (Austin, Texas, 1977) p. vi.

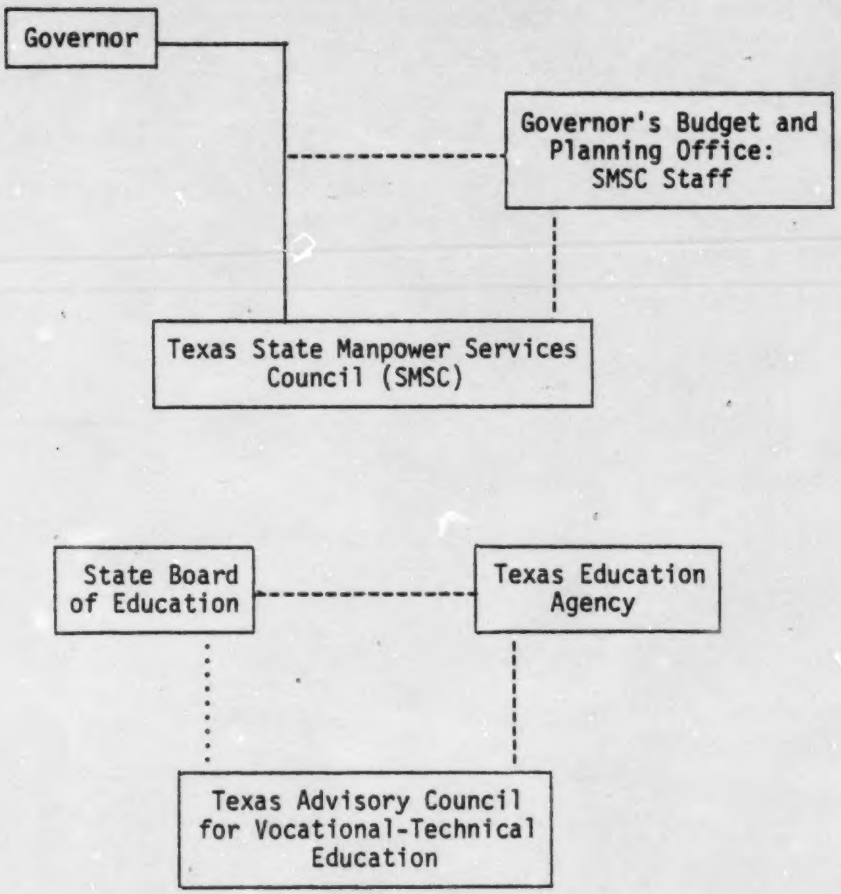
In Texas, the SMSC had earmarked a portion of its staffing and support funds for special projects that were thought to have state-wide application. It was the function of the Special Project Committee to determine which projects were to be funded with these funds. At the present time, two special projects were being so funded: the on-campus Skill Training Demonostration Program and the Private Sector On-The-Job Training Program. The Special Projects Committee also had the responsibility of monitoring the linkage between CETA Title III Special Target Group projects and Title I prime sponsor programs.

There were forty members of the SMSC: twenty-four prime sponsors, two general public representatives, one representative each from labor and business, six state agency representatives, and six community-based organization and client representatives. The SMSC membership could only be enlarged to add representatives from newly created prime sponsors. Traditionally, the Director of the Governor's Budget and Planning Office had been appointed by the Governor as Chairman of the SMSC. One-third of the SMSC membership was placed on each committee. Council meetings started in the afternoon, at which time each of the three committees met individually. The following morning, committee reports to the full SMSC were made. The Council met an average of eight times a year, since its formation.

The staff support for the SMSC was located in the Governor's Budget and Planning Office (GBPO) (see Figure 6). There were eight people on the GBPO staff whose responsibilities also included analyzing state agency budgets and serving as staff for the A-95 coordinative review process. The GBPO staff attended all council meetings and had a great deal of interaction with the SMSC. Although the SMSC communicated important policy issues to the staff through memoranda or written statements, day-to-day operations

Figure 6

TEXAS


Governor
Governor's Budget and Planning Office: SMSC Staff
Texas State Manpower Services Council (SMSC)
State Board of Education
Texas Education Agency
Texas Advisory Council for Vocational-Technical Education
-------- Staff Support
_____ Appointed by the Governor
..... Appointed by the State Board of Education

of state level CETA activities had been left to staff discretion.

The Advisory Council for Technical-Vocational Education

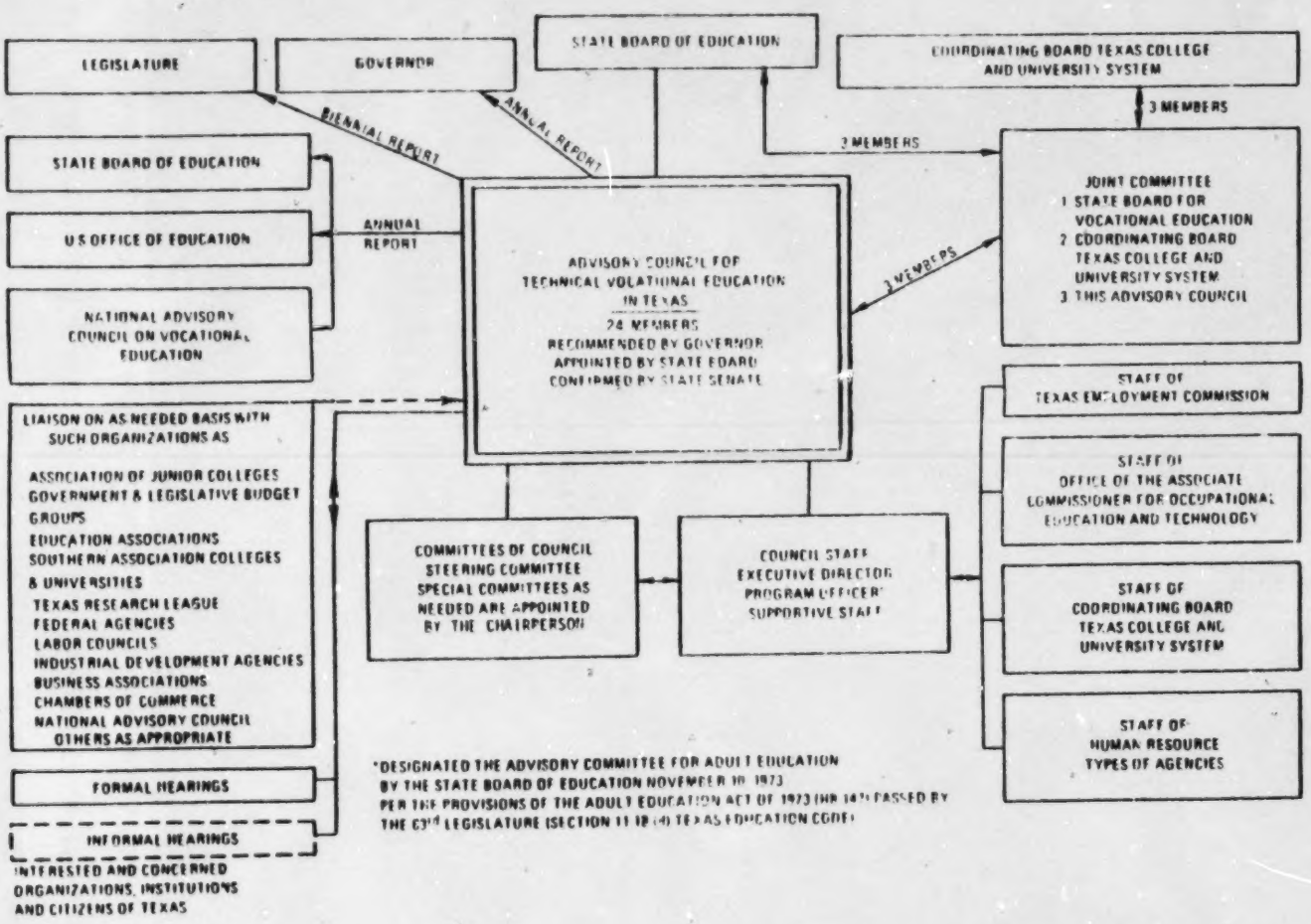
The Texas Advisory Council for Technical-Vocational Education (ACTVE) was established under federal law in 1960. The state reaffirmed its establishment with the enactment of the Technical-Vocational Education Act of 1969. This Act stated that the ACTVE would consist of twenty-four members appointed by the State Board of Education based upon recommendations by the Governor and subject to confirmation by the State Senate. In 1973, the State Board of Education designated the ACTVE to also serve as the State Advisory Committee for Adult Education (see Figure 7).

The ACTVE was created for the purpose of advising the State Board of Education on the planning, implementation, and evaluation of state level programs in vocational education, adult education, apprenticeship training, proprietary schools, and education for the handicapped. One of the main functions of the ACTVE had been to devote special attention to state level training program coordination. The ACTVE had been required to hold at least one public forum a year to obtain citizen input on vocational-technical and employment and training programs. Each year the Council issued a report to the Governor and the U. S. Office of Education which included a summary of its annual activities and recommendations for improving vocational education and training programs.

At the time of this study, each of the twenty-four ACTVE members represented an interest group specified by law. Representatives on the ACTVE came from special education, vocational education, industry, labor, local school boards, general public, employment service, and minority groups. The ACTVE had been staffed by three professional staff members, an executive

Figure 7

ORGANIZATION AND RESPONSIBILITIES OF
THE ADVISORY COUNCIL FOR TECHNICAL VOCATIONAL
EDUCATION IN TEXAS*


LEGISLATURE
GOVERNOR
STATE BOARD OF EDUCATION
COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
3 MEMBERS
BIENNIAL REPORT
ANNUAL REPORT
2 MEMBERS
STATE BOARD OF EDUCATION
U.S OFFICE OF EDUCATION
NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION
ANNUAL REPORT
ADVISORY COUNCIL FOR TECHNICAL VOCATIONAL EDUCATION IN TEXAS
24 MEMBERS
RECOMMENDED BY GOVERNOR
APPOINTED BY STATE BOARD
CONFIRMED BY STATE SENATE
3 MEMBERS
JOINT COMMITTEE
1 STATE BOARD FOR VOCATIONAL EDUCATION
2 COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
3 THIS ADVISORY COUNCIL
STAFF OF TEXAS EMPLOYMENT COMMISSION
STAFF OF OFFICE OF THE ASSOCIATE COMMISSIONER FOR OCCUPATIONAL EDUCATION AND TECHNOLOGY
STAFF OF COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
STAFF OF HUMAN RESOURCE TYPES OF AGENCIES
LIAISON ON AS NEEDED BASIS WITH SUCH ORGANIZATIONS AS
ASSOCIATION OF JUNIOR COLLEGES
GOVERNMENT & LEGISLATIVE BUDGET GROUPS
EDUCATION ASSOCIATIONS
SOUTHERN ASSOCIATION COLLEGES & UNIVERSITIES
TEXAS RESEARCH LEAGUE
FEDERAL AGENCIES
LABOR COUNCILS
INDUSTRIAL DEVELOPMENT AGENCIES
BUSINESS ASSOCIATIONS
CHAMBERS OF COMMERCE
NATIONAL ADVISORY COUNCIL
OTHERS AS APPROPRIATE
COMMITTEES OF COUNCIL
STEERING COMMITTEE
SPECIAL COMMITTEES AS NEEDED ARE APPOINTED BY THE CHAIRPERSON
COUNCIL STAFF
EXECUTIVE DIRECTOR
PROGRAM OFFICER
SUPPORTIVE STAFF
FORMAL HEARINGS
INFORMAL HEARINGS
INTERESTED AND CONCERNED ORGANIZATIONS, INSTITUTIONS AND CITIZENS OF TEXAS
*DESIGNATED THE ADVISORY COMMITTEE FOR ADULT EDUCATION BY THE STATE BOARD OF EDUCATION NOVEMBER 16, 1973 PER THE PROVISIONS OF THE ADULT EDUCATION ACT OF 1973 (HB 14) PASSED BY THE 63rd LEGISLATURE (SECTION 11.18 (4) TEXAS EDUCATION CODE)

Source: Texas Advisory Council for Technical-Vocational Education, (Austin, Texas, 1975) pp. 22-23.

director, and two program officers. The Texas Education Agency (TEA) had been the fiscal agent for the ACTVE, and consequently, fiscal and personnel matters were processed through the TEA. The staff of the ACTVE, however, was accountable only to the ACTVE, rather than to the TEA or the State Board of Education. Policy issues, such as the professional position descriptions of the staff, were developed by the ACTVE and approved by the Governor.

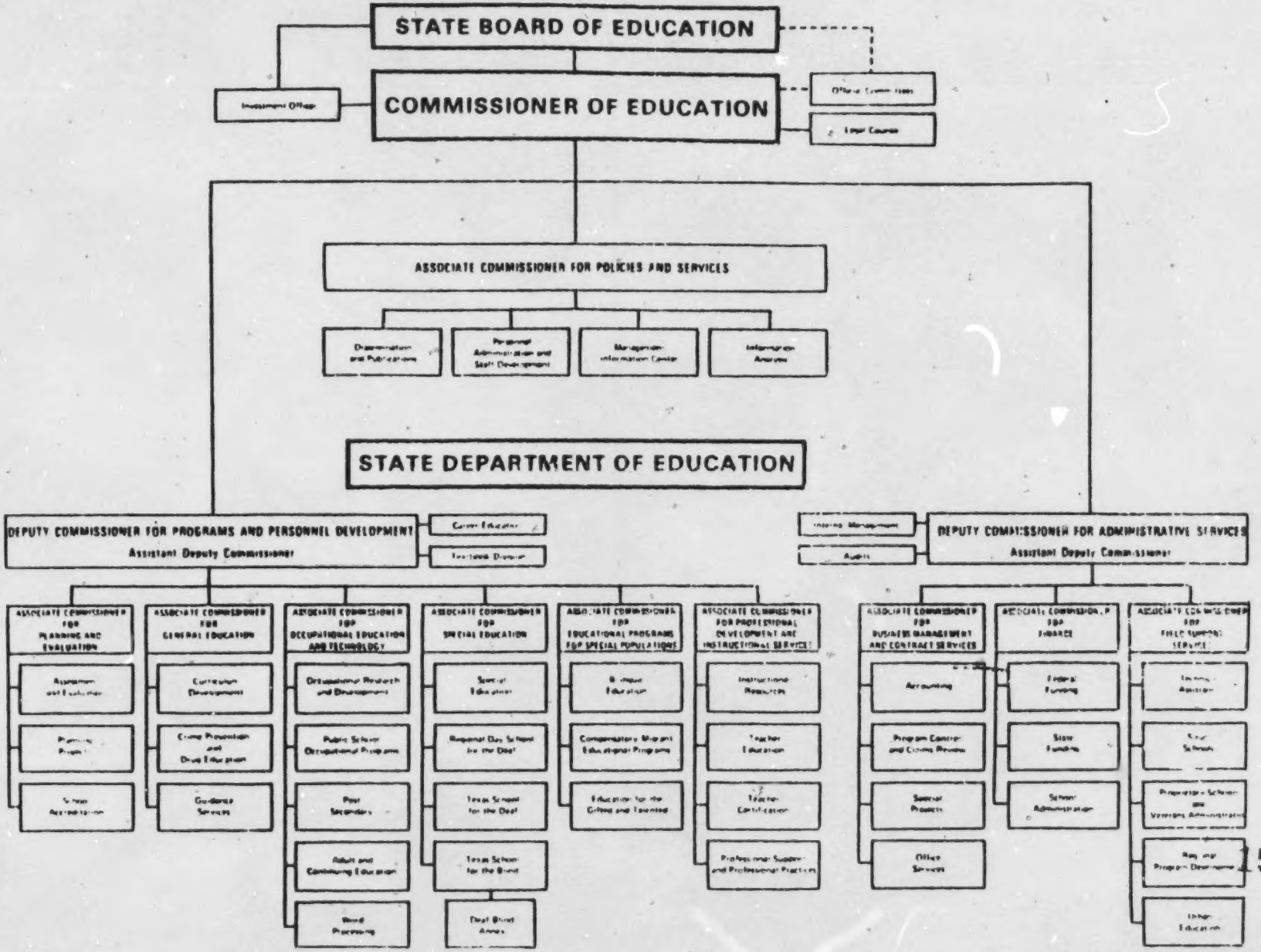
Texas Education Agency

The Texas Education Agency (TEA) provided the staff support for the Texas State Board of Education, a board of elected individuals from each of the State's Senatorial Districts. The admininstration of vocational education programs took place in the Occupational Education and Technology section of the TEA, which had five divisions. Two of these divisions, Adult Programs and Occupational Research and Development, had been closely involved with CETA-vocational education coordination (see Figure 8). The division of Adult Programs had been responsible for administering the Supplemental Vocational Education Program, Adult Basic Education, Community Education, Vocational Disadvantaged Education, and the Industrial Start-Up Program.

The Division of Occupational Research and Development had, among other duties, the task of preparing the State's Annual and Five-Year Plan for Vocational Education (the State Plans). The State Plans had been developed with the advice of a twenty-five member Vocational Education Steering Committee. This committee included ten representatives from the seven groups mandated by the 1976 Vocational Education Amendments and fifteen representatives from the TEA. It had been argued that the heavy TEA representation on the Steering Committee blunted the impact of other represented groups.

Figure 8

TEXAS EDUCATION AGENCY


STATE BOARD OF EDUCATION
COMMISSIONER OF EDUCATION
ASSOCIATE COMMISSIONER FOR POLICIES AND SERVICES
STATE DEPARTMENT OF EDUCATION
DEPUTY COMMISSIONER FOR PROGRAMS AND PERSONNEL DEVELOPMENT
Assistant Deputy Commissioner
DEPUTY COMMISSIONER FOR ADMINISTRATIVE SERVICES
Assistant Deputy Commissioner

The Steering Committee had served in an advisory capacity and did not have the authority to approve the vocational plans. It had, however, made recommendations based upon input from the groups it represented. The actual authority to approve the plan at the state level lay with the State Board of Education.

3. State Level Program Coordination

Until the 1976 Vocational Education Amendments were passed, program coordination between the state agencies that regulated employment and training services was not specifically required by law. Although the CETA legislation required coordination, it did not specify the structure or form this was to take. This did not mean, however, that prior to 1976, state agencies did not initiate coordination efforts, or that they failed to realize their common interests. The state education agencies administering CETA Section 112 monies had established relationships with the state agency responsible for the CETA Governor's Grant, since the latter was the original recipient of 112 funds. Most coordination, however, took place on a voluntary level.

What follows is a discussion of those state agencies in Texas that had been specifically involved in CETA-vocational education coordination at the state and local levels. This section, which examines the state agencies that had been directly affected by the 1976 Vocational Education Amendments, covers coordination as it related to the representation of policy setting councils and committees, as well as the impact of this representation on policy setting and program planning. This section also includes the perceptions of staff personnel on the extent to which representation and its consequent impact had contributed to program coordination.

The Advisory Council for Vocational and Technical Education and the State Manpower Services Council

In Texas, as in all fifty states, there had been two advisory councils closely involved with the provision of employment and training services within the State; namely, the State Manpower Services Council (SMSC) and the Advisory Council for Vocational-Technical Education (ACTVE). The focus of each Council had been different in that the SMSC was charged with monitoring CETA while the ACTVE was charged with monitoring vocational education. Yet, as was noted previously, these two programs overlapped a great deal. For this reason, CETA-vocational education coordination had been considered a priority for both Councils.

There had been three cases of membership cross-representation between the ACTVE and the SMSC. In the first case, an ACTVE member was appointed to the SMSC when it was established because he was chairman of the ACTVE. In the second case, an SMSC member was appointed to the ACTVE late in 1975 to represent the SMSC. In the third case, the commissioner of the Texas Employment Service was appointed to both Councils because of his position in the Texas Employment Service.

Cross-representation on these two Councils had been felt to result in a positive impact on program coordination. The staff of both Councils had been in contact with each other on a day-to-day basis, and consequently, they had been kept informed of each Council's activities. As one staff person remarked, "Staff from both Councils must keep in contact just to make sure that they do not schedule Council meetings on the same days!" There had been some tangible results from the cross-representation. The three members who sat on both Councils had become vocal policy makers, and when there was a split on an issue, they almost always voted in a bloc. In

addition, the staff from both Councils had cooperated on several projects of mutual interest. On one occasion, computer funds were supplied by the SMSC for a research project the ACTVE was conducting to determine the skill requirements for entry level jobs in Texas.

The Councils had commented on each other's Annual Reports in the past, and since the passage of the 1976 Vocational Education Amendments, more staff and Council collaboration had been expected. Unfortunately, an increased level of coordination had apparently not materialized. State level personnel from the Governor's Budget and Planning Office (GBPO), who served as staff on the SMSC, and representatives from the ACTVE had stated that there had been little if any substantial change in the level of coordination between the two Councils and their staff personnel since the Amendments became effective. It was pointed out, however, that the main reason for this lack of change was that Texas had already implemented most of the mandated changes prior to the effective date of the Amendments. For example, cross-representation on the Councils and cross-comments on the SMSC and ACTVE reports to the Governor were implemented prior to November of 1977, when the first wave of interviews were conducted with state personnel. Thus, any changes that were made to facilitate coordination between the Councils were completed before this study began.

Although the groups represented by the Councils had remained the same over the sixteen months before this study, membership on the SMSC was expected to change to conform with the most recent amendments to the CETA legislation. In the summer of 1978, the term of the ACTVE member who had been the cross-representative to the SMSC expired. ACTVE had not, at the time of this study, appointed a person to replace this member.

It was apparent that the level of coordination between the SMSC and

the ACTVE had remained at a constant level throughout the previous year. Although there may have been a variety of reasons for the lack of affirmative action, it was felt by the ACTVE staff that the expected election of a new Governor and consequent personnel changes, combined with recent CETA mismanagement disputes, had resulted in the inability of the SMSC to meet and conduct business. Furthermore, GBPO personnel pointed out that the SMSC might have been reluctant to take action in view of the changes in SMSC membership to result from the latest CETA revisions. Because of the reluctance of the SMSC to hold meetings and take action, it had been unable to respond to a draft review of the Ninth Annual Report to the Governor written by the ACTVE. The ACTVE was, however, able to respond to the Annual Report to the Governor written by the SMSC.

In the first wave of interviews, staff from both the SMSC and the ACTVE were optimistic that their responsibility to identify employment and training and vocational education needs would be fulfilled through the State Occupational Information Coordinating Committee (SOICC) after its formation. The second series of interviews indicated that these hopes had unfortunately not been realized. The reason for this failure rested on two factors: infrequent meetings on the part of the SOICC (to date the SOICC had met only three times), and the failure to appoint an executive director for the SOICC until August of 1978.

The Texas Advisory Council for Technical-Vocational Education, the Texas State Manpower Services Council, and the Texas Education Agency

The Texas Advisory Council for Technical-Vocational Education (ACTVE) and the State Manpower Services Council (SMSC) had representatives and staff who interacted with the Texas Education Agency (TEA) in the formation of the Annual State Plan for vocational education Section 112 programs.

The SMSC and the ACTVE impacted the State Plan through their representation on the Vocational Education Steering Committee. The ACTVE and its staff felt they had played an important role in evaluating the State Plan. In fact, the ACTVE considered the evaluation of the State Plan to be its number one priority. In the past, ACTVE recommendations had not always been incorporated within the State Plan. The ACTVE had criticized the TEA supply and demand information system because it did not approach this information from the standpoint of regional planning. A more general criticism by the ACTVE was that the State Plan had dealt only with those problems it had the resources to address, rather than listing all relevant needs and communicating them to the legislature.

The SMSC also found it difficult to impact on the State Plan, as it had only been able to examine the Plan once or twice a year. Furthermore, some of the recommendations made by the SMSC had apparently been "unacceptable" to the TEA and the State Board of Education. In fact, the SMSC had decided to formalize its comments in a written resolution so that its evaluation of the State Plan would become a matter of record.

The TEA had recognized its inability to incorporate all of the suggested recommendations for the State Plan. TEA personnel believed it had been unable to implement some of the recommendations because they either were not in the best interest of vocational education, or because the TEA did not possess the organizational or technical capacity to implement such recommendations. It was contended that the TEA had been unwilling to incorporate the comments of the Councils into the State Plan, since the Steering Committee members who represented the TEA had challenged the authority of the Councils to impact on the programs. These committee members formed a voting bloc which rejected those Council recommendations that advocated

substantive changes in TEA policy. With the passage of the 1976 Vocational Education Amendments, recommendations not incorporated in the State Plan would be placed in the Plan's appendix, along with an explanation of why the recommendations were not in the plan.

While the TEA had to include representatives from the SMSC and the ACTVE when writing the State Plan for Vocational Education, neither the ACTVE nor the SMSC had to include input from the TEA in their Annual Reports to the Governor. Although this lack of reciprocity had troubled the TEA, the staff indicated that their impact on policies of the Councils had been adequate. The TEA had relied on the ACTVE to represent its interests on the policy making of the SMSC, and believed that its close relationship with the ACTVE and staff allowed it to impact on ACTVE policy making.

Section 112 of CETA mandated that five percent of CETA Title I monies be used to provide Supplemental Vocational Education to CETA participants. These funds were to go to the Governor and then be administered through the state education agency. In Texas, the funds were first received by the Governor's Budget and Planning Office, which in turn transferred the funds to the TEA. Although the Division of Adult Programs in the TEA had been responsible for the administration of the Section 112 Supplemental Vocational Education Program, the policy for the program had been set by the SMSC. This meant that staff from the Adult Programs Division and the GBPO had to coordinate their efforts to make the program effective. At the local level, the Adult Program's field staff had offered technical assistance to prime sponsors and local education agencies in the development of vocational education programs to be funded through Supplemental Vocational Education and other CETA programs.

There had been a variety of coordinative mechanisms used by the SMSC,

the GBPO, and the Adult Programs Division to promote the effective implementation of vocational education programs. At the policy making level, the Director for Adult Programs, who had been appointed by the Commissioner of Education to serve as TEA's representative on the SMSC, sat on the SMSC's Plans and Coordination Committee. This committee had been responsible for setting policy for the Supplemental Vocational Education Programs. This allowed the TEA to have input on policy that, in turn, had direct impact on the administration of this program. It also provided the SMSC with feedback on the program's success.

Another coordinative mechanism had been the interaction between the GBPO and the Adult Programs staff which took place on a day-to-day basis. These two agencies had an inter-agency agreement which specified each agency's administrative responsibilities and the basis for calculating reimbursable costs under Section 112. Once operating policy and procedures had been set by the SMSC, the two staffs worked together to develop methods for program implementation. In the past, the TEA received a state services contract (four percent Governor's Grant) from the GBPO to cover the administrative costs of the Supplemental Vocational Education Program. When it was discovered that the TEA had been spending more on administrative costs than allowed by CETA regulations, reimbursement for administrative costs was transferred to the Section 112 grant. Staff from the GBPO and Adult Programs perceived the coordinative relationship to be positive and beneficial. Members from both staffs agreed on fundamental issues, such as allowable activities to be funded under Section 112 and the types of training that should receive priority. The cooperative relationship between the GBPO and Adult Programs appeared to be a reflection of the good rapport that had been developed between staff members from the two agencies. It was

apparent, however, that TEA staff resented the intrusion of CETA into the field of education, and that they would have preferred to have sole jurisdiction of all CETA funds allocated to vocational education. The ability of the TEA and the GBPO staff to overcome what could easily have led to a jurisdictional dispute over the administration of employment and training programs should serve as a model for other states where difficulty in the implementation of Section 112 had been compounded by the inability of state level CETA and education staff members to agree on Supplemental Vocational Education policy.

Like the SMSC and its staff, the ACTVE had developed a close working relationship with the Division of Adult Programs. The ACTVE had a program officer responsible for representing the ACTVE on adult and special education. The Division of Adult Programs administered Section 112 of CETA, as well as adult education programs. This had resulted in a dialogue between the ACTVE and the Adult Programs Division on the issues concerning Supplemental Vocational Education programs. In fact, the ACTVE received information about Section 112 activities as part of the report it received from the Adult Programs Division.

With the enactment of the 1976 Vocational Education Amendments and the personnel changes in the TEA, there appeared to have been some definite improvements in the level of coordination between the Councils and the TEA. Representatives interviewed from the TEA believed that the relationship between themselves and the ACTVE and the SMSC, with respect to the Five Year and Annual State Plan for Vocational Education was a positive one. The feeling had been that this positive relationship led to coordination between CETA and vocational education. For example, it was pointed out that the State Plan Steering Committee was required to review all nonfinancial

agreements relating to the Supplemental Vocational Education Program. Although this required review had served to make the authors of the State Plan more aware of the type of services being provided at the local level, comment on the nonfinancial agreements proved to be untimely, since the Steering Committee had not met often. This resulted in a State Plan which was formulated before the nonfinancial agreements had been analyzed, which meant that the Plan often did not reflect the services that were being provided in the nonfinancial agreements.

The advent of the 1976 Vocational Education Amendments had not changed the basic mechanisms by which the SMSC and the ACTVE had input into the State Plan. Members of the Councils continued to make their major input through their representatives who served on the State Plan Steering Committee. The Councils continued to comment only on the final draft of the State Plan and their comments continued, in turn, to be addressed by the State Board of Education, whose staff came from the TEA.

As the preceding discussion indicates, the mechanisms for input into the State Plan had not changed. What changed was the content of the input. The Vocational Education Amendments required that the ACTVE have more responsibility in the evaluation of state vocational education services. The result of this requirement had been the focusing of the ACTVE's attention on the evaluation of the Plan. The focus of the SMSC also changed, since this Council had become increasingly concerned with the linkages between CETA and vocational education at the local level. SMSC members had become increasingly concerned with the ability of prime sponsors and local education agencies to coordinate and, more importantly, to cooperate with each other on the provision of employment and training and vocational education services to clients.

In contrast were views expressed by the staff of the TEA, representatives from the SMSC, and the ACTVE. Although they believed that coordination between their respective Councils and the TEA had improved somewhat over the last year, they were not as positive about the level of coordination that had taken place. It was the opinion of the GBPO staff that the input of the SMSC staff into the State Plan had been peripheral at best. The reasons behind the lack of effective input had been twofold. First, the relatively small portion of total Section 112 funds was seen as having only minor importance in total planning. Second, TEA personnel believed that, since the funds utilized to implement the State Plan either passed through the state or came from state taxes, state procedures and policies should dominate.

On a more positive note, staff from both Councils had stated that since the new Commissioner of Education in Texas had begun to reorganize the Vocational Education Division of the TEA and to hire new staff for it, the relationship between the Councils and the TEA had improved markedly. In addition, the State Board of Education responded to the comments of the Councils by conducting a study of the administration of vocational education in Texas. This study was scheduled to be completed sometime this year and addressed four major issues: 1) the distribution of funds, 2) compliance with policy and law, 3) evaluation, and 4) information and data systems. There had been much concern on the part of the ACTVE staff that, although such a study would be helpful, it might be used to avoid addressing the comments that the ACTVE and the SMSC had made with regard to State Plan and vocational education programs.

4. State-Local Level Coordination

The type of program coordination and the characteristics of the relationship between state and local CETA and vocational education agencies had largely been dependent upon the proportion of total local funds over which the state had control. In Texas, as in most states, prime sponsors and vocational education institutions exercised local discretion over most of the funds they received. This meant that a great deal of coordination that took place between the state and local employment and training agencies had been done on a voluntary basis. There had been a few cases where funds were controlled by state agencies. Counties in the Texas Balance of State prime sponsor received all of their funds from the Texas Department of Community Affairs (TDCA). Although most of their funds had been raised locally, vocational education institutions received federal and state grants through the Texas Education Agency (TEA) for adult education, vocational education, and special education programs. This gave the TEA regulatory discretion over those programs funded through these grants. In most cases, however, the relationship between state and local agencies consisted of state sponsored technical assistance given to local agencies and informal input from local agencies on state planning and programming.

The State Manpower Services Council (SMSC) had the responsibility of monitoring prime sponsor programs and making recommendations to improve their effectiveness. The SMSC evaluation focused on the numbers and types of people being served, the placement rate, and the method of service delivery. The Governor's Budget and Planning Office (GBPO) had developed a Prime Sponsor Monitoring Checklist which was completed by GBPO staff when they made visits to prime sponsors. Because of time constraints, the GBPO

staff had been unable to visit every prime sponsor once each year, the result being that checklists had not been completed on an annual basis.

In those cases where a checklist had been completed and a prime sponsor received a less than satisfactory evaluation, little could be done by the GBPO since funding came directly from the federal government. It had been found, too, that when the SMSC received poor reports from the GBPO staff conducting the audits, the reports carried little weight, as prime sponsor representatives had been reluctant to censure their peers. Often the GBPO was unaware of what had actually taken place at the local level, since the regional Department of Labor, which was responsible for supplying prime sponsors with technical assistance, had been the original recipient of the prime sponsor's quarterly report. The Department of Labor was obligated to send only the fourth quarter report to the GBPO. As a consequence, the state had not always been informed about local employment and training programs. In spite of the voluntary nature of the GBPO-prime sponsor relationship, GBPO personnel felt they had a working knowledge of local level programs and that state-local level rapport had been good.

The Texas Advisory Council for Technical-Vocational Education (ACTVE) maintained its relationship with local level educators and noneducators through professional education organizations, personal contacts, and contacts made through public forum activities. The ACTVE had held public forum activities, which included a Governor's Conference every other year and public hearings held in the field on alternate years. The typical format was output/input, meaning that the ACTVE would brief local leaders and participants in vocational education in the state and receive the leaders' input regarding local needs and concerns. A variety of institutional settings had been used for public hearings and ACTVE meetings around the state.

These included local school districts, community and junior colleges, technical institutes, senior colleges and universities, education service centers, chambers of commerce, and other groups.

TEA's Division of Adult Programs had daily contact with local vocational education institutions through the Division's seven field representatives. Field representatives worked directly with prime sponsors and local schools in specific geographic areas to coordinate programs and to offer technical assistance. They determined the needs of the area, developed programs with prime sponsors, and helped local education agencies write up contracts with prime sponsors. The advantage of having Adult Programs administer CETA Supplemental Vocational Education, Adult Basic Education, and Education Programs for Vocationally Disadvantaged, was that field representatives could authorize the funds from one of these programs to be paid for services needed by eligible clients in another program.

When CETA prime sponsors did not have enough money for their Adult Basic Education Program in fiscal year 1977, the Division of Adult Programs contributed additional funds to pay for the instruction of CETA students. The Adult Programs Division and CETA prime sponsors also established a cooperative learning center where CETA paid for equipment while the Adult Programs Division paid for instruction.

5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)

Section 112 of CETA mandated that five percent of a state's entitlement under Title I go directly to the state vocational education policy making unit. While other Title I funds went directly to the prime sponsor, Section 112 required prime sponsors to make nonfinancial agreements with the state education agency. This agreement was to cover the types of vocational

education services needed in the area. The state then paid local education agencies and community colleges to provide the services through Section 112 funds.

In Texas, the Governor's Budget and Planning Office (GBPO) received the Supplemental Vocational Education (Section 112) grant. Once the grant had been received, it was transferred directly to the TEA, which had the responsibility for program administration. The SMSC had established policies for funding allocation, grievance procedures, and allowable services, and set up guidelines for completing nonfinancial agreements and for monitoring Section 112 programs. These policies were then translated into procedural arrangements by the staff from the GBPO and Adult Programs. The TEA had an inter-agency agreement with the GBPO which specified each agency's duties and responsibilities and the manner in which they effectuated the program as a whole. Personnel from the GBPO and Adult Programs stated that their collaborative efforts in establishing Section 112 policy and procedural guidelines had been working out quite well. The good working relationship that had existed between the two agencies might reflect the similar philosophies espoused by members of both staffs on proper usage of Section 112 vocational education funds, and on the role of vocational education in employment and training programs. The staff members of both agencies had been working together, at least since CETA's passage, and they understood and accommodated each other's viewpoints.

As the administrator for the Supplemental Vocational Education Program, the Adult Programs Division of the TEA worked with local prime sponsors to negotiate nonfinancial agreements, contract for the delivery of services, maintain records and reporting procedures, and monitor contract implementation. Once the prime sponsor determined its program needs, the Adult

Programs Division and its field staff negotiated the contract, completed the paperwork, and insured that the program met state and federal guidelines. Before the TEA would approve a Section 112 program contract, there must have been an indication that training would meet local labor market needs as determined by Texas Employment Commission surveys.

The SMSC had determined the formula for the distribution of funds for the Section 112 Supplemental Vocational Education. In the past, 97.5 percent of the Section 112 funds had been allocated to each prime sponsor area on a pro-rated basis according to the Title I allocation level. The remaining 2.5 percent of the funds were retained as a contingency fund for emergency situations and exemplary programs. The TEA then received Section 106 state services funds to administer the Supplemental Vocational Education Program. This allocation was changed in Fiscal Year 1978 when the SMSC determined that seven percent of the total Section 112 funds, rather than state service funds, should be granted to the TEA for administrative functions. The contingency fund had still been left at 2.5 percent so that the pro-rated share allocated to each prime sponsor would equal 90.5 percent instead of 97.5 percent of the total Section 112 funds.

As a matter of policy, both the SMSC and the TEA determined that Section 112 funds be allocated exclusively to educational services. This included institutional training, adult education, high school equivalency instruction (GED), and English as a second language.

Once a CETA client had enrolled in a Section 112 program, funds would be used for counseling and guidance, vocational orientation, assessment, referral, job development, placement, and follow-up. Section 112 funds could not be used for medical assistance, allowance payments, child care, residential support, family planning services, or legal services. This

policy had been advocated by the SMSC, the TEA, and the Governor because of the belief that the small amount of money available through Section 112 should be spent on training, while regular CETA Title I money should be made available for more flexible client services, such as allowance payments.

Two prime sponsors had strong negative reactions to this policy. They felt that, although the TEA was the Section 112 program administrator, they, themselves, should ultimately have had discretion over all funds allocated for training. The conflict in allowable services led the TEA to seek a State Attorney General's opinion. The opinion, which was issued on November 3, 1976, stated that ". . . the State Board for Vocational Education may impose reasonable limitations in providing vocational education services to prime sponsors with CETA funds appropriated to it through the Governor . . ." (Opinion No. H-891). With the issuance of this opinion, the controversy over allowable services had, at least for the time being, come to a halt.

In order to participate in Supplemental Vocational Education Programs, prime sponsors were required to first negotiate nonfinancial agreements with a TEA area field representative. These were to specify the amount of money to be spent, the number of people to be served, the types of programs and services to be provided, and the local education agency that would be contracted to provide the services specified in the agreement. In Texas, a standardized format for the nonfinancial agreement had been developed which simplified the procedure. It was hoped that the standardized format would help prime sponsors to complete their nonfinancial agreements by the required date. This policy was to contract Section 112 services with only one contracting agency in the prime sponsor area, unless a strong case would be made to do otherwise. The TEA would contract only with those training institutions that had been certified by the TEA. Certified institutions

included both public and proprietary schools.

The GBPO became involved in the negotiations of the nonfinancial agreements if prime sponsors asked for technical assistance. More often than not, however, this assistance came from the regional U. S. Department of Labor Office. The nonfinancial agreements had been difficult to complete in those cases where prime sponsors could not agree with the TEA on the types of services to be provided or which institution to serve. It was particularly difficult for the TEA to complete agreements with those prime sponsors that resented what they perceived as CETA program interference from the TEA and local vocational education institutions. One result of this conflict was that, although all the nonfinancial agreements for Fiscal Year 1977 were completed, some were agreed upon well after the start of the year's operations.

Both the TEA and prime sponsors had specified their obligations in reporting procedures and client intake and referral. Prime sponsors had been given responsibility for intake, certification, and referral of all Supplemental Vocational Education Program participants. In addition, they were required to supply the TEA and the GBPO with the Section 112 participant characteristics sent to local educational institutions. The TEA had been required to provide prime sponsors with information on the accrued expenditures of those institutions supplying Section 112 vocational education services and a copy of all TEA contracts in support of the nonfinancial agreement.

6. Analysis of Supplemental Vocational Education Program (Section 112 of CETA)

When State officials were questioned about the ability of the Supplemental Vocational Program to promote CETA-vocational education coordination,

two opinions emerged. The first, espoused by state level GBPO and TEA officials, was that Section 112 had enabled the TEA and local education agencies to establish a cooperative relationship with prime sponsors that might otherwise not have existed. It was believed that, although CETA would have worked well without Section 112, the existing employment and training service delivery system at local education agencies and community colleges might have been underutilized. The Supplemental Vocational Education Program had enabled prime sponsors to take advantage of the expertise of vocational educators who had a better idea of the training and counseling techniques to promote employability. Those supporting this viewpoint believed the non-financial agreement had been an important part of Section 112 programs, because it forced the development of linkages between the TEA and prime sponsors and it helped to keep the TEA informed of local level training needs and programs being offered to meet these needs.

The second school of thought, put forth by GBPO staff, was that Section 112, as then written, was confusing and caused more problems than it remedied. This was because the law did not clearly define the roles of agencies administering the program. The law allowed for funding which originated in the Governor's Office to go to the TEA. This did not help to facilitate coordination between prime sponsors and local education agencies since they had not been required to directly communicate about their programs. Some argued that, if the law were changed to allow 112 monies to flow directly to prime sponsors with the requirement that the money be eventually allocated to vocational education agencies, the local level development and administration of programs would improve some evaluative aspects of the Supplemental Vocational Education Program. It was agreed that both the negotiation of non-financial agreements and Section 112 reporting procedures had been time

consuming and, furthermore, that these procedures should be amended to make administration of the 112 program simpler.

The most prevalent complaint regarding the nonfinancial agreement had been that most prime sponsors devoted very little attention to it since the funds involved had been minor relative to regular locally controlled Title I funds. The GBPO was trying to remedy this problem by requiring that Title I plans and Section 112 nonfinancial agreements be developed at the same time. There was, however, a limit to what GBPO could require of a prime sponsor who received most of its funds directly from the federal government. The reporting procedures required by the Department of Labor differed greatly from those used by the TEA, making it difficult for the TEA to fulfill its obligation to send financial reports to prime sponsors. It had also become apparent that prime sponsors had been so heavily burdened with excess paperwork that they were unable to complete the reports they were obligated to send to the TEA.

Those who wanted to amend Section 112 to allow for direct funding between prime sponsors and local educational institutions argued that one of the benefits would be reduced paperwork and a greater consensus on the types of services provided to program participants. Others argued that local level agencies would not be able to handle a direct funding relationship without technical assistance from the TEA. They worried that the elimination of the nonfinancial agreement would mean that the TEA would lose what little control it had over CETA funded employment and training, and that the State would lose valuable information on types of local level training.

There had also been disagreement over whether Section 112 had an effect on the types of programs administered by vocational education institutions. Most programs funded through Section 112 had been in existence for some time

prior to its development. Generally, prime sponsors had not changed their decisions regarding the types of services to be provided to Title I participants. There were, however, exceptions. In a few cases, prime sponsors, once introduced to vocational education programs, chose to supplement Section 112 programs with regular Title I money. There were a few exceptions in which Section 112 funds were used for unique programs such as intensive skill training to meet immediate labor demands and for youth programs. Although it was apparent that, at the time, education had been static and failed to meet the needs of CETA clients, most would agree that without Section 112, the existing vocational education system might have gone unnoticed or been underutilized by prime sponsors.

With the exception of the few prime sponsors viewed as being uncooperative, the relationship between prime sponsors and the TEA was characterized as positive throughout the state. State officials remarked that in most cases, prime sponsors were communicating with local school districts to discuss programming, and manpower planning councils were collaborating with local vocational education advisory councils. There was concern, however, that most of this cooperation produced more talk than action. Everyone interviewed had an opinion on the best method to promote CETA-vocational education coordination, but the solution most often mentioned was better written legislation. The majority opinion was that legislation should clearly specify the roles, responsibilities, and rights of each institution involved in a CETA or vocational education program, and that the regulations should have a closer relationship to legislative intent. It was felt that coordination between the TEA and prime sponsors could be improved by holding regular meetings where representatives from each would be able to discuss problems and identify common areas of interest.

Since the enactment of the 1976 Vocational Education Amendments, little change occurred in the Supplemental Vocational Education Program in Texas. The procedures used to establish the administration of the Program had remained virtually the same. The SMSC continued to have the primary responsibility for establishing program policy. The TEA had been able to impact on Section 112 policy by delegating the chief admininstrator of the Adult Programs Division to serve as the Commissioner of Education's representative on the SMSC.

The Adult Programs Division of the TEA continued to administer the Supplemental Vocational Education Program the same as before the passage of the Amendments. Field representatives from the Division continued to be responsible for providing technical assistance with the negotiations of non-financial agreements, the completion of required government documents, and program monitoring. Evaluation of this program was carried out jointly by staff from the GBPO and the Adult Programs Division of the TEA.

The procedure for fund allocation to prime sponsors and the services allowable under the Supplemental Vocational Education Program had remained virtually the same since the enactment of the Amendments. The GBPO determined that seven percent of the State's program funds should be allocated to the TEA for administrative costs. Each local education agency had been allowed to utilize 13 percent of its allocated Supplemental Vocational Education Program funds for such costs. The balance of the funds were allocated for direct services to program participants. Although a variety of services might be funded by the Program, allowances had not been permitted under current program policy.

Although the Supplemental Vocational Education Program had remained substantially the same, personnel from the TEA believed that the Program facilitated increased coordination at the local level by giving local education

agencies and prime sponsors an opportunity to communicate, thereby increasing each party's knowledge of the other, both philosophically and programmatically. It was noted, for instance, that only one of the 27 prime sponsors had not as yet completed the nonfinancial agreement and that this was due to time constraints, not to philosophical disagreements. In contrast, staff from the GBPO felt that there had been no improvement in coordination beyond what already existed at the local level. The lack of improvement was attributed to the fact that any linkage that might have resulted from the Supplemental Vocational Education Program had already been obtained at the local level.

7. The 1976 Vocational Education Amendments

Staff from the State Manpower Services Council (SMSC) and the Texas Advisory Council for Technical-Vocational Education (ACTVE) had mixed feelings about the ability of the Vocational Education Amendments to facilitate employment and training program cooperation. None interviewed believed that the relationship between the SMSC and the ACTVE would be greatly changed by the Amendments since the two Councils already met the requirements of cross-representation and annual review of each other's reports. Also, the Councils already had been cooperating on projects of mutual interest. The only perceived change in the SMSC-ACTVE relationship was that the two Councils would have to work together to make a joint assessment of employment and training needs. Staff from both Councils expressed the belief that the success of this assessment would depend upon the ability of the State Occupational Information Coordinating Committee (SOICC) to obtain the supply and demand information needed for an accurate evaluation.

Representatives from the TEA expressed the viewpoint that the Vocational Education Amendments, which required that the SMSC and the ACTVE comment on

the State Vocational Education Plan, were inequitable since they failed to mandate that the TEA comment on the Annual Reports of the SMSC and the ACTVE. There was some question as to whether the Amendments would facilitate greater coordination between vocational education and CETA because the amount of federal funds for vocational education were relatively small, and consequently, the leverage of the federal government was quite weak. Most state level staff mentioned that cooperation between agencies could only be increased by giving them a financial incentive to get together. This would seem contradictory to the commonly expressed viewpoint that mandated coordination using financial incentives takes away local agency freedom and thereby conflicts with the legislative intent and purpose of CETA. In summary, the attitude of most of those interviewed was one of skepticism based on the belief that the Amendments did not alter those factors that most affected program coordination.

8. Youth Employment and Demonstration Projects Act of 1977

Personnel from both the Advisory Council for Technical-Vocational Education (ACTVE) and the State Manpower Services Council (SMSC) possessed little knowledge of the possible effects that the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) might have on coordination between CETA and vocational education. Staff from the Governor's Budget and Planning Office (GBPO) suggested that representatives from the Texas Education Agency (TEA) might be able to offer insight on the effects of YEDPA. However, when officials from the TEA were questioned, they stated that they had little knowledge about the implementation of the Act since it was the responsibility of local, rather than state, level agencies. A staff member from the GBPO did reveal that prime sponsors had had difficulty in the negotiation of informal agreements with local education agencies because of the multiplicity

of school districts in each prime sponsor area.

The field representatives from the Adult Programs Division of the TEA had no formal involvement with the YEDPA program. Personnel from the Division stated, however, that because of this, the Supplemental Vocational Education Program had not reached its potential. Indeed, there was no legitimate mechanism to ensure coordination between these programs and the ones established under YEDPA.

9. Conclusion

At the state level, a substantial amount of coordination had apparently developed between the Advisory Council for Technical-Vocational Education (ACTVE), the State Manpower Services Council (SMSC), and the Texas Education Agency (TEA). The ACTVE had worked with the SMSC since the latter was established. The exchange of members between Councils promoted information exchange and program cooperation. Unfortunately, the two Councils had served only in an advisory capacity, and their authority to mandate coordination at the state and local levels and been circumscribed by the ability of local education agencies to receive program funding without the approval of the Councils. Although the SMSC could recommend that prime sponsors not receive federal funding if they failed to coordinate their programs with local vocational education programs, it was unlikely that this type of action would be taken because over half the SMSC members represented prime sponsors. There was unanimous agreement among all who were interviewed that, while coordination between the ACTVE and the SMSC had already been in effect, the 1976 Vocational Education Amendments facilitated coordinative action between the Councils and the TEA.

The Governor's Budget and Planning Office (GBPO) and the Adult Programs Division of the TEA had managed to develop and maintain a congenial relationship in the administration of the Supplemental Vocational Education Program. They were, for example, able to agree on the types of programs and services to be funded under Section 112. The personalities of the representatives from the GBPO and the Adult Programs Division had also enabled them to deal with the "turf" problems that might have caused overt conflicts. Field representatives from Adult Programs offered assistance to prime sponsors with the development of vocational education and Adult Education Programs. Staff from the GBPO were able to mediate disputes that had arisen between the TEA and prime sponsors. This did not mean, however, that staff from both agencies had been satisfied with their role in the Section 112 Program or CETA in general. The TEA staff would, of course, have liked to become more involved in CETA than they were at the time. They felt themselves to have the expertise in vocational training and, therefore, should rightly have additional mandated input into CETA programs. TEA members interviewed had been especially resentful of the CETA Title III Youth Employment and Demonstration Program which had allowed prime sponsors to make contracts for services directly with local education agencies without the help of TEA field representatives. Some staff from the GBPO disagreed with the TEA's contention that prime sponsors and local education agencies needed technical assistance from field representatives. They believed instead that the best way to promote local level coordination would be to specify that a certain proportion of CETA funds be allocated to education, thereby allowing the local agencies to negotiate directly on the types of programs that should be offered.

At the local level, coordination between prime sponsors and local education agencies had improved as a direct result of the Supplemental Vocational

Education Program. There was some disagreement as to whether program coordination was still on the increase or whether it had begun to stagnate. It was mentioned repeatedly that local education agencies and prime sponsors could not be required to coordinate more than minimally as long as the major proportion of a school district's funds were raised at a local level and the major proportion of a prime sponsor's funds came from the federal government. In addition, some state level agencies had little funding power over the local level agencies involved in CETA and vocational education programs. Thus, the state agencies had only limited control over the local level agencies in effecting program coordination.

It is interesting to note that many of the Texas officials believed that the origins of coordinative problems between CETA and vocational education lay with the legislative and executive policies of the federal government. These federal policies tended to promote overlapping and categorical problems, rather than streamlining funding mechanisms. Thus, local providers of human resource development services were not aware that coordination was of paramount importance. It had been felt that if programs were consolidated at the federal level, therefore eliminating the duplication of services at the local level, the result would be reduced program costs, improved program management, and increased output of employment and training and vocational education programs.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS AND RECOMMENDATIONS

The results of this study indicate that the level of coordination between CETA and Vocational Education has increased since the Vocational Education Amendments of 1976 were enacted. The results of the national survey questionnaires indicated that the 1976 Amendments were perceived as having contributed to the increase in coordination. They also indicated a positive relationship between State Manpower Services Councils and the State Advisory Councils for Vocational Education.

The results from the state level in-depth interviews in Michigan, New Jersey and Texas and the two waves of local level questionnaires administered in Michigan, New Jersey and Texas indicated that the Amendments did have some minor impact on coordination and that moderate increases have occurred in the respective relationships between CETA administrators and vocational educators.

This chapter is broken into three parts. The first part describes the conclusions of the study taken from the various survey instruments and interviews, and the second part describes some recommendations made by the project staff. Part three summarizes the conclusions and recommendations in list form. Although the conclusions are closely tied to research results, recommendations are often more subjective emanating not only from the research conclusions, but also from the other perceptions which the staff developed during the study.

A. CONCLUSIONS

The conclusions of the study regarding the impact of the amendments on coordination can be broken down by level of government. The following section describes these conclusions by state, local, and federal levels. Then some general conclusions are reached.

State

The first conclusion of the study regarding CETA-vocational education linkages at the state level is that coordination, or at least the perception of it, has improved substantially during the period of the study. This perception came through in responses from both the CETA and vocational education personnel and was pervasive. Both, however, perceived substantially less impact at the local level.

A second conclusion related to the state level of government concerns informal communication. As part of their perception of improved overall coordination, state level policy makers in both education and employment and training agencies feel that interaction with one another has increased during the period of this study. This interaction is not only the increased formal communication required by the various legislative mandates, but also informal interchange which promotes informal cross organizational linkage and information exchange.

A third major state level conclusion is that collaboration on the formulation of state plans has grown in amount and improved in quality. State level planning is a mandated function in both systems and is important to the workings of each. CETA-vocational education collaboration is not possible without coordination of state level planning.

Fourthly, interlocking memberships on state level boards and councils

such as the state employment and training services councils and the state advisory councils on vocational education have increased. Some states, such as Michigan, have established vocational education subcommittees of their employment services councils containing members of the full council plus some additional representatives from education.

A fifth discovery, which reinforces the first and second state level conclusions, is that a large number of joint conferences have functioned across the country. These conferences have brought together vocational educators and CETA personnel for a variety of reasons. Some have discussed problems which have restricted the constructive interface of the two systems. Some have focused on the impact of new legislation including the Vocational Education Amendment and the Youth Employment Act.

Finally, the data of the study indicates that 1976 Vocational Education Amendments are, by themselves, a significant cause of the increased coordination at the state level. The potential causes of changed behavior are numerous, including other federal laws enacted during the study period, but at least at the state level, people feel they can recognize the changes promoted by the 1976 Amendments.

Local

Most importantly, at the local level there have been only minor indications of improved coordination or the perception of improved coordination. Although the statistical analysis shows some trend towards improved coordination, the variation was not statistically significant. This fact is coupled with the probability that at least some improvement should have been recorded as a survey bias. Policy makers, knowing that improved coordination is legislatively mandated, would tend to respond favorably to the survey questions. Therefore, a slight change in perceptions should be discounted for that reason alone.

A second conclusion concerning the local level of government is that local administrators perceive that any improvement in CETA-vocational education coordination which may have occurred during the period of the study was probably not caused by the 1976 changes in the Vocational Education Act. During this same period the Youth Employment and Demonstration Projects Act was passed, one provision of which sets aside 22 percent of all locally designated youth employment funds. In order to be able to spend these funds, prime sponsors must work out plans jointly with one local education system. Local administrators of both prime sponsors and school systems felt that the mandate of that 22 percent set aside was a much stronger stimulant to coordination than Section 112 of the Vocational Education Act or other parts of the Vocational Education Amendments.

Federal Level

The primary fact about coordination at the federal level was that it was poor. At the time of the study, few federal agency units existed which were concerned with CETA-vocational education coordination. Interviews with federal officials uncovered a degree of antagonism between Department of Labor officials in the Employment and Training Administration and bureaucrats in the Office of Education. In one case where a CETA coordination unit was set up in the Office of Education, the existence of that unit was not well known in ETA. The Deputy Commissioner for Education has recently set up an interagency task force and has placed new emphasis on the coordination issue. This new unit began after the study ended. There are other indications that coordination at the federal level has increased in recent months, but it could be substantially improved. Staffing limitations in both departments would suggest a lack of top-level commitment to coordination.

The second conclusion of the study relative to the federal level is that the seeming lack of coordination is having a psychological impact on the entire system. It is possible that CETA-vocational education coordination among federal bureaucracies is not substantively important since service delivery is clearly a local function under both systems. It may be psychologically important, however, since many local administrators use perceived federal chaos as an excuse for lack of local coordination efforts.

General

In addition to the conclusions relating to levels of government, the following general conclusions have been drawn. First of all, as is true with many bureaucratic issues, the degree to which the CETA and vocational education systems work together in any state or locality depends on the degree to which personalities and personal relationships promote the crossing of organizational lines. In states where linkages were apparent even before the legislation mandates, it was often the result of the leadership of one individual who makes a point of promoting collaboration. A key question is, how does the system institutionalize such behavior.

Secondly, it is concluded that a primary deterrent to CETA-vocational education linkage is the fact that they are systems with different structures. The CETA system is a federal-local system, meaning that money and directive flow directly from the federal government (through its regional offices) to the local prime sponsor. The vocational education system is a state-local system. The provision of vocational education services is essentially a local school district responsibility, but through substantial state aid, the state plays an important decision-making role. Federal aid exists, but often flows through the state. This divergence in structure makes it difficult to

mandate coordination from either the federal or the state level.

A third general conclusion is that a cultural difference seems to exist between those individuals that staff the CETA system and those that staff the vocational educational system. This cultural difference is most pronounced at the local level. Here culture means habitual behaviors and attitudes and include such things as attitudes about work, training, disadvantagement and sometimes race. Cultural differences increase communication problems, and reduce the concurrence of goals.

B. RECOMMENDATIONS

The following suggestions are offered by the staff of the CETA vocational education project. They flow in part directly from the conclusions of the study, but are also subjective statements based on the experience gained by the research team in this and previous projects. Of particular significance was the experience gained in the Education-Employment Policy Project of Michigan for which all members of the CETA-Vocational Education staff worked. That project analyzed all parts of the education, employment and training system for the state of Michigan with emphasis on interagency coordination. CETA and vocational education were two of several parts of the system looked at.

The first recommendation of the project staff is directed at national legislators writing new legislation to promote coordination of the two systems. In terms of promoting local level interface which has the greatest chance of impacting clients, we feel that the mandatory approach taken by 22 percent set aside provision of the Youth Employment and Demonstration Projects Act is superior to that of the amended Section 112 of the Vocational Education Act. Mandatory joint local project planning is essential to

getting local decision makers to work together.

A second recommendation is that the state's role in the administration of CETA be reviewed with the purpose of creating a federal-state organizational structure more congruent with education. To require state level coordination at the planning level without state implementation capacity at the local level seems a serious void.

A third recommendation of the project is that one of the best ways to promote coordination of two bureaucratic structures is to affect the behavior at the administrative level of local personnel. To do this, career incentives must be built into the legislation to induce collaborative behavior. At present there is no incentive for the local administrator to spend time on interagency efforts, particularly when substantial career risk may be involved.

Career incentives include wage increases, promotion, and enhanced ability to pursue new career ladders.

A fourth recommendation of the project staff is that substantially more inservice training is needed for both vocational educators and CETA staff. Such training could involve short-term intensive training such as sessions on how to deal with new legislation. It could also include more educational type programs to broaden the perspective of administrators and staffers and bridge cultural gaps. One set of topics to be treated, of course, would be various issues and legislation related to CETA-vocational education linkage. In these sessions and many others, both CETA and vocational education personnel should be participants in the same program. Although this type of training does exist to some degree in some locations around the country, substantially more resources should be invested. Governor's set-aside monies should be increasingly used for this purpose.

C. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

State Level Conclusions

1. Coordination or the perception of it has improved substantially at the state level.
2. State level policy makers feel that informal communication with one another has taken place more often.
3. More collaboration exists on the formulation of state plans.
4. Interlocking memberships on state level boards and councils such as the state employment and training service councils and the state advisory councils on vocational education have increased.
5. A large number of joint conferences have functioned across the country.
6. A significant part of increased coordination can be attributed to the 1976 Amendments alone.

Local Level Conclusions

1. There is little sign of improved coordination or the perception of improved coordination.
2. Local administrators perceive that improved coordination has resulted more from the impact of the 22 percent set-aside program of the Youth Employment and Demonstration Projects Act than from the 1976 Vocational Education Amendments.

Federal Level Conclusions

1. Coordination between federal CETA officials and the federal vocational education system continues to be poor.

2. At the time of the study, few federal interagency units existed concerned with CETA-vocational education coordination.
3. CETA-vocational education coordination among federal bureaucracies may not be important substantively since service delivery is clearly a local issue, but it is psychologically important since many local administrators use perceived federal chaos as an excuse for lack of local coordinative effort.

General Conclusions

1. As is true with many bureaucratic issues, the degree to which the CETA and vocational education systems work together in any state or locality depends on the degree to which personalities and personal relationships promote the crossing of organizational lines. Few suggestions exist for institutionalizing such behavior.
2. A primary deterrent to CETA-vocational education linkage is the fact that they are different systems. The CETA system is a federal-local system, while the vocational education system is a state-local system with some federal support.
3. The culture (habitual behaviors and attitudes) of the CETA system staff is different from that of the vocational education staff, causing communication problems at all levels.

Recommendations

1. In terms of promoting local level coordination which has the greatest chance of impacting clients, the approach taken by the 22 percent set-aside provision of the Youth Employment and Demonstration Project Act is superior to the mandate of Section 112.

2. One of the best ways to promote coordination of two bureaucratic structures is to induce administrative collaboration at the local level. Two ways to accomplish this are:
   a) Build career incentives into the legislation to induce collaborative behavior.
   b) Invest in substantial mid-career training for state and local administration to explain the purposes, advantages and requirements of collaborative efforts.

LIST OF ACRONYMS

ACTVE - (Texas) Advisory Council on Technical-Vocational Education

BET - (Michigan) Bureau of Employment and Training

CETA - Comprehensive Employment and Training Act of 1973

ETA - (USDOL) Employment and Training Administration

LEA - Local Education Agency

MDE - (Michigan) Michigan Department of Education

MDTE - Manpower Development Training Act of 1963

METSC - (Michigan) Michigan Employment and Training Services Council

NIE - (USOE) National Institute of Education

NOICC - National Occupational Information Coordinating Committee

SACVE - State Advisory Council for Vocational Education

SMSC - State Manpower Services Council

SOICC - State Occupational Information Coordinating Committee

TEA - (Texas) Texas Education Agency

USOE - United States Office of Education

USDOL - United States Department of Labor

VEA - Vocational Education Amendments of 1976